

CHAPTER 9

LAND TENURE

Introduction

9.1 The most fundamental requirement to establish a permanent homeland centre equipped with facilities and services is secure land tenure. Department of Aboriginal Affairs Guidelines on outstations state that homeland centres should not be provided with fixed assets unless the group has title to the site or the formal consent of the owner. If there are traditional owners of the site, their consent should also be obtained and if the proposed site is on private land some form of tenure should be negotiated or, failing that, the consent of the landholder obtained. Given the importance of obtaining secure land tenure, one of the primary goals of the Department of Aboriginal Affairs' guidelines for homeland communities is to secure title to land in terms of land rights and excisions policies. (See Appendix 6) The Committee outlines the current position in the States and Northern Territory in relation to land tenure of homeland communities.

South Australia

9.2 The Department of Aboriginal Affairs stated that most homeland centres in South Australia are on Aboriginal land and so secure tenure is not a problem. According to figures provided by the Department of Aboriginal Affairs all 50 outstations in South

Australia had secure tenure. Homeland centres in these areas have benefited from the Pitjantjatjara Land Rights Act 1981.

9.3 However, the Department's figures do not fully represent the situation of land tenure for homeland centres in South Australia. For example, in the Pitjantjatjara homelands in South Australia there is a strong desire on the part of many residents of Indulkana to establish homeland centres on Granite Downs, a non-Aboriginal leased pastoral property. The four leases over the property expire between 1997 and 2008 and, by virtue of the Pitjantjatjara Land Rights Act 1981, will not be renewed and will become part of the Pitjantjatjara homelands. Negotiations have taken place with the lessee of the property for the establishment of 16 proposed homelands, however no agreement has been reached. Nevertheless two or three camps have been established with water being carted to them from Indulkana.¹

Northern Territory

9.4 The Department of Aboriginal Affairs states that secure tenure is also generally not a problem for homeland communities in the Northern Territory. According to statistics provided by the Department only 10 of 360 outstations in the Northern Territory were on non-tenured land. Homeland centres in the Territory have been able to secure tenure to land through the Aboriginal Land Rights (Northern Territory) Act 1976. However, difficulties exist in the Northern Territory for groups wishing to return to their homelands on non-Aboriginal owned pastoral properties in obtaining community-living area excisions from those properties. The Committee highlighted the needs of these groups in Chapter 1 and suggested they should be considered part of the homelands movement in terms of the approach by government. The question of secure tenure over land for these groups needs to be addressed as a first priority.

9.5 The Central and Northern Land Councils provided the following figures on the current status of excisions in the Territory. In the Central Land Council area at November 1986 there were at least 3,000 Aboriginal people seeking 67 excisions on 59 pastoral leases. Of these five had five year Crown lease titles registered, two had accepted offers and were awaiting surrender documents and two had had offers made and were in the process of responding.² In the Northern Land Council area the Committee was advised that 7 excisions (or other tenure) had been agreed, 52 expressions of interest in excisions had been made with no decisions yet and 15 excision claims had been rejected or challenged on eligibility.³ The current status of excisions on pastoral leases in the Northern Territory is shown at Appendix 7.

9.6 The Land Councils were critical of current procedures for the agreement of excisions in the Territory. The procedures are set out at Appendix 8. These procedures were put in place following the withdrawal of the Community Living Areas Bill from the Northern Territory Legislative Assembly that would have given a legislative basis for excisions. The Land Councils claim that the excision guidelines are too restrictive. They argue that the guidelines restrict Aboriginal groups which are eligible to apply for an excision, with certain of the non-eligibility criteria appearing to exclude all groups from being able to seek excisions. For example, the guidelines indicate that amongst the groups ineligible to apply are 'groups who based their request on traditional or historical links with the land'. (See Appendix 8) Given that traditional or historical links with the land are the central reasons for all groups wishing to return to pastoral properties and obtain excisions, none would seem to be eligible to apply under the Northern Territory guidelines.⁴ It was claimed that the nature of the title offered under the guidelines was inadequate as it provided only a Crown Term lease which was potentially convertible after five years to Northern Territory Freehold title subject to the group meeting particular requirements. The guidelines also did not address the question of the size or location of excisions.⁵

9.7 In view of the inadequacies they saw in the existing guidelines, the Land Councils argued for the need for Commonwealth legislation to provide adequate secure title to Aboriginal groups seeking excisions from non-Aboriginal owned pastoral properties. The Central Land Council stated that the legislative framework should ensure:

- the title granted is inalienable freehold title;
- the location and size of excision areas are acceptable to Aboriginal people and appropriate to their needs;
- eligibility be based on traditional or historical affiliation including one's present or prior residence, or that of one's parents or grandparents.⁶

9.8 The Land Councils also argued for the allocation of funds for the purchase of pastoral properties for Aboriginals that can be converted to inalienable freehold title through the Land Claim process, for the continuing right to be able to claim stock routes and reserves and other public purpose lands and for the re-insertion of the right of Aboriginal people to visit traditional lands on pastoral properties to hunt and gather or for ceremonial reasons.⁷

9.9 The Department of Aboriginal Affairs stated that the figures of the Land Councils should be seen as more in the nature of an ambit claim, as the Land Councils viewed the exercise of obtaining excisions as one of 'achieving a solution for all those who miss out under the Land Rights Act'.⁸ The Department saw three groups whose needs were different and should have different priorities. First, there was what the Department referred to as the 'core group' who were resident on pastoral properties and always had been. They were seen as the major priority. Second, there was the grouping of those who currently were on the fringes

of the main townships and who had gravitated to the towns from pastoral properties. The Department claimed it would probably be in the interests of the Commonwealth and Northern Territory governments to seek a solution back on pastoral properties for these groups rather than compounding the problems of fringe-dwelling in the townships. A third group consisted of people who in the distant past gravitated to town and were probably well integrated, with regular jobs in town and living in Housing Commission houses. The Department saw little advantage in pursuing the claims of this group with pastoralists at the possible expense of the core group.⁹

9.10 According to the Department there were 56 excisions sought in the core group and it considered that up to 45 of these would be brought fairly rapidly to conclusion under the existing guidelines. As a result the Department considered that 'reasonable' progress had been achieved and there was no need for special legislation. In fact a Departmental representative argued that special legislation could be counter-productive to Aboriginal claims in that it could lead to expensive and time-consuming legal challenges to achieve compulsory acquisitions of excisions.¹⁰ The current goodwill approach of voluntary surrender was favoured.

Western Australia

9.11 In Western Australia a number of homeland centres are located on reserve land vested in the Western Australian Aboriginal Land Trust. The Western Australian Government is changing the arrangements for tenure of these communities to provide them with 99 year leases. The Western Australian Government is also examining the question of the adjustment of these reserve boundaries to take in Aboriginal groups living on vacant Crown land in close proximity to the reserves. This will include some groups living at outstations on vacant Crown land.¹¹

9.12 Many of the Western Australian homeland centres without land tenure are also communities seeking excisions from non-Aboriginal pastoral properties. These are largely concentrated in the Kimberleys. The Department of Aboriginal Affairs stated that there were about 39 outstanding applications in relation to excisions over pastoral properties. There were a further 26 applications in process for excisions of living areas over other areas of land. Only nine excisions from pastoral leases have been finalised, although the Department of Aboriginal Affairs stated that six pastoral excision agreements have been negotiated with lessees and only final documentation is required. The current status of excisions from pastoral leases sought in Western Australia is shown at Appendix 9.

9.13 The Department pointed out that a significant barrier to the resolution of the outstanding pastoral lease excisions is the extent of opposition from lessees to negotiated agreements with Aboriginal groups. The Commonwealth Minister for Aboriginal Affairs has written to the Western Australian Minister for Lands proposing the formation of an Aboriginal Land Unit within the Department of Land Administration to assume responsibility for the development of appropriate forms of secure title for Aboriginal groups.¹² This had not been received well. However, the Aboriginal Affairs Planning Authority was working closely with the Lands Department to improve progress.¹³

9.14 The Kimberley Land Council noted that new procedures for excisions had been introduced by the Western Australian Government and that these had speeded up the processing of claims and had improved the backlog. Under the new procedures a process of negotiation was entered into if a pastoralist objected to an excision application. This differed from earlier procedures where the objection of the pastoralist meant an excision claim could not proceed. The State Government had employed additional staff to process applications and undertake survey work. This had also assisted in speeding up the process. However, the Western

Australian Regional Office of the Department of Aboriginal Affairs stated that progress to date had only been 'modest'.¹⁴

Queensland

9.15 The six homeland centres in the Aurukun area in Queensland are on land held under leasehold by the Aurukun Shire Council. No specific arrangement exists between the Council and the Aboriginal occupants of the land. The Council has not raised any objection to the presence of the outstation groups and there are no problems with the provision of permanent facilities. There are also three homeland centres established north of Doomadgee situated on the Bayley Point Reserve. As this land was reserved for the benefit of Aboriginals in Queensland, the Department of Aboriginal Affairs stated that there was a reasonable expectation that a deed of grant in trust would be granted in respect of the area.¹⁵

Conclusions and recommendations

9.16 The Committee considers that secure tenure over land is crucial to the future of homeland centres. Secure tenure is required before permanent facilities and services can be provided to homeland groups, and without access to land these groups will remain in extreme poverty. Access to land is required not just for the provision of essential services, it is also central to the standard of living which homelands people can maintain. The Committee pointed in the last chapter to the importance of subsistence production to homeland dwellers and to the potential to develop projects such as gardening, killer herds etc.. For all these activities an extensive land base is required and consideration must be given to providing homelands groups with access to sufficient land to enable them to achieve a degree of self-sufficiency through engagement in these activities. For these reasons the Committee considers that the issue of secure

tenure over land to provide homeland groups with permanent facilities and an adequate land base for economic purposes must be addressed as a first priority.

9.17 Clearly the resolution of the excisions problem in the States and Territory concerned is the key element needed to settle the land tenure difficulties of most homeland centres requiring tenure. The issuing of title over excision areas from pastoral properties is the responsibility of the various Lands departments in the States and Territory and, as noted above, State and Territory governments have established guidelines or procedures to enable Aboriginal groups to obtain excisions. The Committee has also noted that in Western Australia and the Northern Territory, where most excisions are being sought, some progress has been made under existing procedures and guidelines.

9.18 The Commonwealth Government's role in relation to excisions has been to urge State and Territory governments to take steps to resolve the problem in a satisfactory way, to assess progress and to assist in the negotiation of excisions with pastoralists. The Committee supports this continuing role and, in particular, the monitoring of progress on the agreement of excisions. While some progress is being made there is also dissatisfaction that progress is not sufficient and that existing guidelines and procedures are inadequate. The Committee suggests that the guidelines and procedures contained within the 'Community Living Areas' section of the Commonwealth Government's preferred position on Aboriginal land rights provides a reasonable basis for the agreement of excisions and should be used by the Commonwealth Government in negotiations with State and Territory governments about appropriate guidelines and the assessment of progress. The 'Community Living Areas' section from the Commonwealth Government's preferred Aboriginal Land Rights position is attached at Appendix 10. The assessment of progress also has to do with the number of excision claims resolved and, as was noted above, some progress is being made. However, the

Committee considers the Commonwealth Government should monitor progress and should consider options available to it in the event of unreasonable delays. If this progress is not made the Commonwealth Government should consider the options available to it to achieve greater progress.

9.19 There are also a small number of other homeland groups without secure tenure whose situations need to be resolved. The Committee considers that the Commonwealth Government should seek to obtain secure tenure for these groups so that permanent facilities and services can be provided to them.

9.20 The Committee recommends that:

- . where homeland groups lack secure tenure to land, the Commonwealth Minister for Aboriginal Affairs seek to obtain secure land tenure for these groups as a matter of priority. Secure tenure should include access to areas of land sufficiently extensive to allow homeland groups to engage in economic activities designed to improve their self-sufficiency;
- . in the case of homelands groups seeking excisions from non-Aboriginal pastoral properties, the Commonwealth Minister for Aboriginal Affairs negotiate with State and Northern Territory governments to establish guidelines and procedures for excisions in accordance with the 'Community Living Areas' section of the Commonwealth Government's preferred model on Aboriginal land rights; and

. the Commonwealth Minister for Aboriginal Affairs monitor progress on the agreement of excision areas for Aboriginal homeland groups on non-Aboriginal owned pastoral properties, and in the event of unreasonable delays, the Minister consider options open to the Commonwealth Government to obtain better progress.

ENDNOTES

- 1 Transcript of Evidence, pp. S1286-87.
- 2 Transcript of Evidence, pp. S1444-45.
- 3 Transcript of Evidence, p. S1575.
- 4 Transcript of Evidence, pp. S1439-41.
- 5 Transcript of Evidence, p. S1441.
- 6 Transcript of Evidence, p. S1455.
- 7 Transcript of Evidence, pp. S1455-56 and S1572.
- 8 Transcript of Evidence, p. 937.
- 9 Transcript of Evidence, p. 935.
- 10 Transcript of Evidence, p. 927.
- 11 Transcript of Evidence, pp. S1672-73.
- 12 Transcript of Evidence, pp. S1673-74.
- 13 Transcript of Evidence, p. 1145.
- 14 Transcript of Evidence, p. 1199.
- 15 Transcript of Evidence, p. 628.

CHAPTER 10

INFRASTRUCTURE IN HOMELAND CENTRES

10.1 In this chapter the Committee discusses the existing provision to homeland centres of infrastructure and essential facilities and services, the needs in this area and what should be done to meet these needs. Major issues concerning the provision of infrastructure to homeland centres are addressed at the conclusion of the chapter.

Extent of need

10.2 Some idea of the extent of overall need in homeland centres for the most basic of infrastructure can be gained from data provided in a number of broad surveys of the essential services available to homeland dwellers.

10.3 Preliminary results of a Central Land Council survey of Yuendumu, Lajamanu and some Haasts Bluff outstations showed that, of 24 outstations with 614 residents, 19 lacked adequate water supplies, all lacked adequate ablution blocks, 21 had inadequate sewerage or waste disposal, 22 had inadequate electricity supplies and 20 had communal HF radios. All the outstations had some sort of shelter, but 22 of them required more and better dwellings. There were also transport problems, with at least 16 communities requiring community vehicles and access to airstrips. Apart from the needs of existing outstations the Central Land

Council also pointed to a further 9 outstations proposed for the area with a potential 313 residents. All these outstations would require facilities and services.¹

10.4 Research undertaken by Cane and Stanley in desert outstations of central Australia revealed a similar picture in terms of the level of facilities. They defined an adequate standard of facilities, based on Aboriginal expectations of basic requirements, as a bore, equipped with at least a hand pump, a two-way radio, an ABTA funded vehicle per camp and one first stage house per family. On the basis of the 'standard' 80 per cent of the outstations they recorded had sub-standard facilities, 11 per cent standard and 9 per cent superior facilities.²

10.5 Housing provision in a number of outstation areas in the Top End was inadequate. A Northern Land Council survey revealed that at Ngukurr outstations there were from 8-10 people sharing a two room residence with breezeway. At Bulman and outstations housing was minimal, while at Maningrida outstations there was an average occupation rate of 4.25 persons per room on the basis of permanent population and 6 persons per room in the dry season.³

10.6 Figures provided in the Kimberley Land Council submission based on a 1984 survey of Kimberley outstations indicated that 28 per cent of outstations at that time had inadequate water supplies, nearly half had access roads which were impassible in the Wet, 32 per cent had no community vehicle, 44 per cent had no two-way radio, 76 per cent were without electricity and 68 per cent had only improvised housing constructed of timber beams and canvas sheets.⁴ More recent information from the Department of Aboriginal Affairs indicates that conditions on Kimberley outstations have not improved significantly. Of 44 outstations in the Kimberleys listed in the submission from the Western Australian regional office of the

Department, only nine have some form of electricity generation, five have no water supply and 25 have no sewerage system.⁵

10.7 These figures indicate the generally appalling standard of essential facilities and services provided to homeland centres. While it is true that in some areas homeland centres have only recently been established, in other areas well-established homeland centres remain poorly equipped. The general standard of facilities and services reveals an enormous neglect by governments of the needs of homelands people.

10.8 The Committee now outlines the existing position in the provision of infrastructure to homeland centres in some detail.

Water

10.9 After security of tenure over land the availability of an adequate water supply of acceptable quality is clearly the most important resource for homeland groups to establish themselves permanently in an area. However, the supply of water is often inadequate and sometimes of poor quality. This lack of a good water supply can often lead to health problems and can be a reason why people move from particular homeland sites.

10.10 Some idea of the extent of poor water quality and quantity at homeland centres can be gained from the Department of Aboriginal Affairs' Community Profiles. The 1983 statistics indicated that of 357 homeland centres and other small communities, only 132 with a population of 3746 people had adequate quantities of water of good quality. A further 117 communities with a population of 3511 had adequate quantities of average quality water. Ninety-eight communities with a population of 2919 people had inadequate quantities of water.⁶

10.11 The 1985 statistics, which do not include statistics for the Northern Territory and the Pitjantjatjara homelands, show that of 76 outstations or other small communities in Queensland,

Western Australia and South Australia, only 15 with a population of 459 people had adequate quantities of good quality water, with a further 23 communities with a population of 545 people having adequate quantities of average quality water, while 29 communities with a population of 899 people had inadequate quantities of water.⁷ The problems of water quality and quantity are particularly acute in desert areas. A survey of water quality in desert outstations undertaken by Cane and Stanley, indicated that 31 of the 32 camps for which data was available had poor water, with excessive levels of nitrate, fluoride and other contaminants being responsible for the poor water quality.⁸

10.12 Over half of the water supplies in the Pitjantjatjara Council area have levels of mineral constituents in excess of the W.H.O. accepted maximum levels: salinity, nitrates and fluorides are the main constituents. A high salinity content results in unpalatable water that needs to be heavily sweetened to be drunk.⁹

10.13 Water quality can be improved by purification but, as the Department of Aboriginal Affairs noted, current techniques for water purification require extensive maintenance, have high energy use or are expensive and so are not suitable for homeland centres.¹⁰ The Pitjantjatjara Council also noted that expensive high technology is neither viable nor wanted in homelands.¹¹

10.14 Water for homeland communities comes from a number of sources. In some parts of northern Australia, rivers and lagoons can provide a permanent water supply. In the desert areas there is naturally a heavy reliance on bores and rainwater tanks to provide water, with bores being by far the most important water source. Of the outstations and other small communities surveyed as part of the Department of Aboriginal Affairs 1983 Community Profiles, approximately half had bores as their source of drinking water.¹²

10.15 Without a bore most desert homeland centres cannot be permanently established nor grow to any size. In fact homeland groups in desert areas have difficulty in demonstrating their 'commitment' to a particular site to obtain permanent facilities without the installation of a bore to provide adequate water supplies. As Cane and Stanley note, this creates a catch 22 situation:

DCD (Northern Territory Department of Community Development) informed us that they will not drill for water until an outstation has been recognised by DAA. Yet DAA usually does not recognise an outstation until the group have demonstrated some stability and commitment to their site. We can understand this stance but should underline that it is virtually impossible to live permanently at a camp in the Western Desert and thus demonstrate the necessary degree of commitment without permanent water.¹³

The Pitjantjatjara Council drills bores at newly established homeland centres and equips them initially with a handpump. It has then used the extent of wear on the handpump as a way of assessing a group's 'commitment' and setting priorities for the equipping of bores with windmills and tanks.¹⁴ This way of proceeding overcomes the catch 22 situation by recognising that a basic water supply is essential to homeland groups in the desert showing their desire to live at a particular place, and then provides a method of assessing the degree of 'commitment' of the group for the provision of more permanent facilities.

10.16 However, it must also be recognised that homeland groups in relocating to particular sites need to take account of the availability of adequate water. The Western Australian Government noted that it was not reasonable 'that water should be delivered over long distances to small groups'.¹⁵ Evidence available to the Committee is that homeland groups are prepared to compromise on their choice of sites for homeland centres when such difficulties arise and that it is up to governments to

clearly indicate to homeland groups the guidelines under which assistance will be provided to them so that they have realistic options in terms of where they wish to locate their communities.¹⁶

10.17 The Committee was told that any programs for water development in homeland areas take a long time. The process of drilling, purchase, erection of equipment and consultations may take two years or more.¹⁷ Shortage of funds and programming delays have also resulted in some communities having to wait lengthy periods for an adequate water supply.¹⁸

10.18 The costs involved in providing water vary according to the equipment used for drilling, the depth of the bore and whether the bore is equipped with windmill and tank or just a hand pump. The cost of drilling and equipping a bore ranges from about \$15,000 to \$75,000.¹⁹

10.19 The Department of Aboriginal Affairs referred to problems with the delivery of water once a supply has been located, e.g. distance, type of pumps to be supplied, and reticulation. Hand pumps are cheap to supply and relatively maintenance free, however they are often unpopular with older members of the community. A certain amount of effort is needed to operate them and water is supplied only from one point. Windmills and diesel pumps can provide a much larger volume of water and, when connected to tanks, allow reticulation. However, these pumps are considerably more expensive and complicated and in need of regular maintenance. Diesel pumps also need expensive fuel.²⁰ While handpumps have a role in the developing stages of homeland centres, it is considered that homeland centres which will be permanent should be equipped with windmills and tanks.

10.20 In homeland centres reticulation has generally been given a lower priority in the context of establishing a water supply. However, reticulation becomes an important requirement

once homeland centres become well established and other facilities such as housing and ablution blocks are provided. It will be central to improving the environmental health conditions of homeland dwellers. In his submission, Brian Ede noted that diseases associated with an inadequate water supply do not drop noticeably until water consumption reaches 20 litres per person per day and water consumption does not reach this level until water is within 20 feet of where people are. Thus communal ablution facilities and watering points are of only minimal benefit and long term improvements in health will require reticulation to houses.²¹

10.21 The Pitjantjatjara Council believes the problems with water quality, while recognised, have not been addressed with any conviction by State or Commonwealth authorities. The first recognised necessity is a good supply of water, particularly for washing, camp hygiene and horticulture. Water management is very necessary and the future points to homelands having a dual water supply in the areas where the ground water exceeds W.H.O. standards. The drinking water supply would be in the form of a rainwater tank connected to the dwelling and replenished by either rainwater, carted water, or purified water from a mobile desalination plant using local ground water.²²

10.22 The Committee considers that the provision of adequate quantities of good quality water should be the priority in relation to the provision of services to homeland centres. While this should be the aim in relation to permanent homeland centres, the Committee considers that the provision of a basic water supply is essential, particularly in desert areas, to allow homeland groups to demonstrate their commitment to their homeland centres. However, homeland dwellers may have to take into account, when choosing a site for their homeland centre, whether adequate quantities of good quality water can be found at the site. Some compromise on choice of location may be necessary to ensure that adequate quantities of good quality water can be made available to homeland communities.

10.23 The Committee recommends that:

- . newly establishing homeland groups be provided with a basic water supply sufficient to allow them to demonstrate a commitment to their homeland centres; and
- . priority be given to providing all permanent homeland centres with adequate quantities of good quality water, with more extensive reticulation being undertaken where housing and ablution facilities are provided.

Housing and shelter

10.24 Housing or shelter in homeland centres is usually fairly basic. Many people live in traditional structures constructed with a combination of European and local materials. Where homeland centre housing has been provided it is often in the form of small galvanised lock-up sheds with concrete floors and no services such as cooking facilities, ablution facilities or electricity. Because of remoteness and other conditions the costs of construction of these buildings vary greatly.

10.25 The Department of Aboriginal Affairs' Community Profiles for 1985 give a broad picture of housing patterns on outstations and other small communities. For example, 19.5 per cent of dwellings in the communities included in the profiles for Western Australia, Queensland, South Australia and the Northern Territory were classed as 'traditional', 27.1 per cent as 'improvised', 34.8 per cent as prefabricated huts, 14.0 per cent as multi-room conventional houses and 4.6 per cent as caravans.²³ This indicates the extent of improvised and traditional shelter

on homeland centres. A comparison with figures for 1983 shows that housing has changed somewhat in outstations with the percentage of traditional/improvised dwellings falling from 64.2 per cent in 1983 to 46.6 per cent in 1985. At the same time prefabricated huts and multi-room houses increased from 35.9 per cent in 1983 to 48.8 per cent in 1985.²⁴

10.26 The Department of Aboriginal Affairs informed the Committee that the continued and widespread use of traditional and semi-traditional shelters in homeland centres is due to three main factors:

- . a continued preference on the part of outstation Aborigines, taking into account available resources, for these types of structures
- . limited access to more conventional European style housing or other non-traditional structures
- . in many cases non-traditional houses which have been previously provided in larger communities do not meet the needs of the people for whom they were intended.²⁵

10.27 Traditional dwellings include windbreaks, humpies, shade or rain shelters, constructed from bush materials. Some of the improvised structures utilise canvass, corrugated iron and other non-traditional materials in addition to bush materials. These traditional and semi-traditional shelters can be built quickly from locally available material and entail little or no cost other than labour. They are easy to relocate, flexible in terms of design and the use to which they are put and suitable for local environmental and climatic conditions. Furthermore, the traditional and semi-traditional shelters are appropriate to the social environment of the group and relationships and obligations within it.²⁶

10.28 The Department, in its submission, points out that despite the usefulness and popularity of traditional shelters in outstations, many Aboriginal people do perceive a real need for types of shelter other than traditional structures. Hence many requests have been received for assistance in obtaining more permanent structures for protection from the elements and for storage. The style and construction of these buildings vary considerably. In some areas cyclone proof buildings have been constructed in response to requests from the communities.²⁷

10.29 During its visits to homeland centres, the Committee found that there was a significant demand from homeland dwellers for housing other than traditional shelters. In general terms people desired conventional style houses, although there were wide differences in the specific features which people wanted for their houses and the purposes for which they wanted housing. This points to the importance of homeland dwellers being closely consulted about their housing requirements and being involved to the greatest extent possible in their construction. There is evidence that housing has often been provided with little involvement of the people for whom the housing was constructed.²⁸

10.30 In accounting for the apparent discrepancy between the Committee's assessment of the housing requirements of homeland dwellers and those of the Department of Aboriginal Affairs, the Department stated that there was no discrepancy as homelands people had a wide variety of housing preferences from the traditional to Western-style conventional housing. It noted that while homeland dwellers were not necessarily moving towards demands for conventional housing, as outstation communities became more settled the demand for Western-style housing is likely to grow. This emphasised the need for flexibility of response to the housing demands of homeland dwellers.²⁹

10.31 There are a number of sources of funding for housing and shelter in homeland centres. At the Commonwealth level some assistance is provided by the Department of Aboriginal Affairs. Although the Department does not directly fund shelter construction programs, it does provide funds to outstation resource organisations for building materials which can be used to construct or maintain shelters.³⁰ These shelters are generally very basic and are constructed by homelands people themselves.

10.32 The organisation responsible for the provision of Aboriginal housing at the Commonwealth level, the Aboriginal Development Commission, provided some housing assistance to homeland centres in 1982/83 and 1983/84. Houses funded in those years were described as 'basic shelters' whose designs were developed in consultation with the Department of Housing and Construction and the Tangentyere Council.³¹ In explanation as to why further allocations had not been made by the Commission to housing in homeland centres reference was made to budgetary constraints on the Commission in the 1984/85 financial year and the view that outstation funding was a Department of Aboriginal Affairs responsibility.³² The Commission also indicated that there was a 'de facto arrangement' between itself and the Department of Aboriginal Affairs about responsibility for outstation housing.³³ The Department of Aboriginal Affairs indicated that when demands for conventional housing came from outstation dwellers, it would be seeking to clarify with the Aboriginal Development Commission 'issues of policy and responsibility'.³⁴ Given the Commission's general function, as defined in its Act of furthering 'the economic and social development of Aboriginals', it would seem to have a responsibility to provide housing for homeland centres just as it provides it to other Aboriginal communities.

10.33 The Commonwealth Department of Housing and Construction also has some involvement in homeland centre housing, particularly as the body through which Commonwealth State Housing

Agreement (CSHA) funding for Aboriginal housing is channelled. Some of this funding is used by the Northern Territory and Western Australian Housing Commissions and the South Australian Aboriginal Housing Board for housing in homeland centres. The Department also provides advisory services to Aboriginal communities for housing or essential services, although little assistance is currently offered to homeland centres.

10.34 The allocations provided by the Northern Territory Housing Commission for housing in homeland centres is shown in the following table.

TABLE 4

Northern Territory Housing Commission Funding of
Homeland Centre Housing

<u>Year</u>	<u>Funding</u> ((\$M)	<u>No. of Dwellings</u>
1983/84	1.556	150
1984/85	1.445	111
1985/86	1.048	64
1986/87	1.995	97

Source: Transcript of Evidence, p. S629 and S1847.

As the Commission has received an annual allocation of \$9.584 m through the CSHA for Aboriginal housing its provision for homeland centres has fallen from 16.2 per cent of the total in 1983/84 to 10.9 per cent in 1985/86. The number of dwellings provided per year has also fallen by more than half over the period.

10.35 The Committee was informed by the Northern Territory Housing Commission that the reason for the fall in funding to homeland centres was that the major communities were seen as the area of greatest need. This assessment of priority was reflected

more in the third year than in the previous two years.³⁵ The Commission noted that the allocation for homelands increased in 1986/87 to about \$2 m.³⁶ However, the total allocation to the major communities and homeland centres had increased from \$5.3 m to \$11.45 m and so homeland centres continued to receive only about one-fifth of the funding provided to the remote communities in the Territory, with the major communities being the priority area.

10.36 The reason for the dramatic fall in the number of dwellings provided was, according to the Northern Territory Housing Commission, 'the changing expectations of the Aboriginals living in homeland centres for housing'.³⁷ While in earlier years homeland dwellers had asked for as many shelters as possible for the money, people were now wanting more sophisticated housing. Typically, houses constructed in the southern region of the Territory were block brick constructions with two bedrooms, while in the north people wanted steel frame, metal clad, cyclone proof dwellings.³⁸

10.37 Funds are normally channelled through the outstation resource organisations with assistance given by the Northern Territory Housing Commission in the form of design work, where requested, and on-site supervision of construction where necessary. The cost of providing housing can vary enormously depending on the materials used, the cost of freight and, particularly, on the extent to which homelands people themselves are involved in construction. For example, in Yirrkala outstations, where self-help was used, eight houses would be built in 1986/87 for \$70,000, while in other coastal areas where such self-help was not available, the cost would be about \$25,000 per house.³⁹ Department of Employment and Industrial Relations training schemes had been used to pay the wages of Aboriginal people involved in construction work.

10.38 The Northern Land Council was critical of the proportional expenditure on homeland centre housing by the Northern Territory Housing Commission. The Land Council noted that expenditure by the Commission for the three years 1983/84 to 1985/86 averaged \$1.3 m per year for approximately 7,600 people living in homeland centres. However, in 1985/86 the Commission spent in total \$73.4 m on 140,000 people throughout the Territory. Proportional expenditure on homeland centre housing was thus much less than that for other Territorians, despite the low incomes of homeland dwellers and their needs for housing. The Land Council stated that the Commonwealth should insist that the allocation of housing funds in the Territory reflect principles of equity and need.⁴⁰

10.39 The South Australian Aboriginal Housing Board has also allocated funds from the CSHA to provide housing in homeland centres. Details of the allocation are shown in the following table.

TABLE 5

South Australian Housing Trust Funding
of Homeland Centre Housing

	<u>North West</u>	<u>Yalata/Maralinga</u>
1982/83	-	\$ 15 000
1983/84	\$ 456 500	\$ 60 000
1984/85	\$ 280 000	\$ 60 000
1985/86	\$ 375 000	\$ 50 000
	<hr/>	<hr/>
	\$ 1 111 500	\$ 185 000
	<hr/>	<hr/>

Source: Transcript of Evidence, p. S115

The type of housing which has been funded ranged from tents, to basic single or double room lock-up shelters, to solid construction 3-4 bedroom houses. The Board noted that available funding was unable to keep up with demand. It referred to Black Hill homeland centre out of Ernabella which, although it had been established for nine years, had only one small two bedroom house and a shed for five families. It emphasised the need for a 'housing needs' survey of homeland centres. It also referred to building difficulties on homeland centres with some contractors assisting communities providing poor workmanship and incomplete work. The Board emphasised the importance of homelands people being involved in the construction and maintenance of their dwellings and the need for technology which would enable this to be done.⁴¹

10.40 The Western Australian Housing Commission (Homeswest) has provided some assistance to homeland centres for housing through CSHA funds. Details of funding in financial years and the nature of projects funded are not available. The Aboriginal Affairs Planning Authority stated that it seems unlikely that anything more than 'basic shelters' will be available to homeland centres in the short term. The Western Australian Government also considered it appropriate that the Commonwealth Government should continue to assist homeland groups with funding for shelters, pumps, water tanks and small generators rather than large scale permanent equipment.⁴²

10.41 The Western Australian Regional Office of the Department of Aboriginal Affairs expressed concern about the extent to which Homeswest was using funds allocated under the CSHA to remote Aboriginal communities. It was stated that Homeswest relied on advice from the Aboriginal Housing Board for the expenditure of Aboriginal housing funding and there had been a tendency for the Board to recommend funding to metropolitan areas while the priority of need is in remote areas.⁴³

10.42 This review of housing for homeland centres indicates that funding agencies in general terms are not catering for the level of need for housing and shelter which exists in homeland centres. Funding allocations are insufficient, homeland dwellers have been assessed as requiring only 'basic shelters' even though in many areas the requirement is for more sophisticated housing, agencies have 'passed the buck' on responsibility for providing housing for homeland dwellers and major communities have been assessed as a 'greater priority'. Meanwhile appropriate housing and shelter is not provided to homeland dwellers.

10.43 A joint DAA/ADC survey of housing needs in 1984 indicated that approximately 900 houses and shelters are required for outstation dwellers.⁴⁴ This figure would undoubtedly have increased since then. The Department of Aboriginal Affairs estimated that at least \$10 m would be required to meet this backlog with basic shelter construction.⁴⁵ Given that new homeland centres have been established, that more families have moved to existing homeland centres and that homeland dwellers' expectation for housing is often more than 'basic shelter', the amount of funding required is much more than \$10 m.

10.44 A survey of the housing needs of homeland dwellers and the people seeking excisions from pastoral properties should be undertaken by the Department of Aboriginal Affairs and the Aboriginal Development Commission in co-operation with State and Territory Housing Commissions and the Commonwealth Department of Housing and Construction. The survey should not just identify the number of houses needed but also the sort of housing which homeland dwellers require.

10.45 State and Northern Territory Housing Commissions should be allocating at least a pro rata share of their CSHA funding for Aboriginal housing to the housing needs of homeland dwellers and people on excisions based on the relative populations of homelands people and other Aboriginal people. The Aboriginal

Development Commission should resume funding of homeland centre housing and should also be providing at least a pro rata share, based on proportions of populations, of its housing funding to homeland centres.

10.46 In accord with the division of funding responsibilities recommended by the Committee in Chapter 6, the Department of Aboriginal Affairs should have a 'seeding' role in relation to the provision of shelter to homeland centres. Through its funding of outstation resource organisations it should be providing funding only for facilities in new homeland centres that are necessary to enable them to demonstrate a 'commitment' to a site so that other appropriate agencies can then fund permanent facilities and services. There is thus no overlapping of the role of DAA and other agencies funding housing for homeland centres as DAA would not be involved in the provision of substantial permanent housing to homeland centres. This is appropriately the responsibility of State and Northern Territory Housing Commissions and the ADC.

10.47 The Committee cannot overemphasise the importance of homeland dwellers being consulted closely about their housing needs and to the greatest extent possible being involved in their construction. It should not be assumed that because Aboriginal people live on homeland centres their requirements for housing are traditional and basic. In some cases it will be, but in many cases it won't, and only by providing homeland dwellers with a wide range of options will it be possible to assess their requirements. The survey referred to above will give some idea of the range of housing requirements of homelands people. Close consultation with homeland dwellers at the time housing is provided to them will ensure that their needs are met. The Committee suggests that the outstation resource organisations should be significantly involved in the provision of housing to homeland communities. They may provide a useful mechanism for consulting with homeland communities about their housing needs.

10.48 Homelands people should also be involved in the construction of dwellings on homeland centres. As was seen above, this can significantly reduce the cost of housing and provide training and employment for homelands people. In the next chapter the Committee recommends that this, among other projects, be considered for the allocation of training funding by the Department of Employment and Industrial Relations. Community Development Employment Program funds could also be used to assist in the construction of housing.

10.49 The Committee is also concerned that the quality of housing construction work on homeland centres be carefully monitored as the Committee saw a number of examples of incomplete or poorly completed work. The Committee considers that it is the responsibility of agencies funding housing in homeland centres to set standards for work and to ensure that those standards are met.

10.50 The Committee recommends that:

- . the Department of Aboriginal Affairs and the Aboriginal Development Commission undertake a survey of the housing needs of Aboriginal people in homeland centres in co-operation with State and Northern Territory Housing Commissions and the Commonwealth Department of Housing and Construction. The survey should identify the number and type of houses required;
- . the Aboriginal Development Commission provide at least a share of its housing funding to homeland centres to reflect the proportion of homeland centre population within the total Aboriginal population;

- . the State and Northern Territory Housing Commissions provide at least a share of Commonwealth State Housing Agreement funding for Aboriginals to homeland centres to reflect the relative proportion of homeland centre population within the State or Territory's total Aboriginal population;
- . agencies funding housing in homeland centre communities set standards for the construction of this housing and ensure that work is fully completed and standards are met; and
- . homeland centre people be closely consulted about their housing needs, be presented with a range of options from which to choose their housing requirements and be involved to the greatest extent possible in the construction of housing in homeland centres.

Ablution facilities

10.51 The provision of ablution facilities to homeland centres is minimal. In some communities the Committee visited ablution facilities had been installed but because there was no form of water reticulation, water had not been connected to the facilities. The Committee has already emphasised the importance of ablution facilities being connected to housing if significant improvements in environmental health conditions are to be made. Clearly the provision of such facilities is dependent on the construction of adequate housing and the reticulation of the water supply to individual houses.

10.52 The Centre for Appropriate Technology at the Community College of Central Australia in Alice Springs has developed low maintenance ablution facilities, chip heaters for water heating and hand operated washing machines which should meet many of the needs of homeland dwellers for washing and cleaning.

Electricity

10.53 Few homeland centres, or individual dwellings in homeland centres, have electricity. During its visits the Committee noted that some communities had portable generators owned by individuals. However, some of these were not in working order. In the Pitjantjatjara homelands some homeland communities have had wind powered electrical systems with battery storage installed and more recently photo voltaic panels for low voltage power and lighting. Reticulation has been by use of extension cords.⁴⁶

10.54 As homeland centres become well-established and particularly as housing is provided, there will be a desire for electricity in the communities for lighting, refrigeration and television and video sets. This will provide the challenge of finding low and easy maintenance electricity generation systems which are also very reliable. The Solar Energy Research Institute of Western Australia have developed a mobile solar powered services system which may be a valuable option for homeland centres. The system has been designed to provide the following services:

- 1) Communications: The provision of reliable power to VHF transceivers for communicating with the Flying Doctor and other vital services.
- 2) Water: The provision of pumping facilities to maintain existing potable water storage.

- 3) Refrigeration: Provision of chilled and frozen storage for bulk meat, vegetables and dairy products. Refrigeration could also be used for storage of medication, vaccines, etc.
- 4) Lighting: provision for area lighting.
- 5) Battery Charging: For the charging of batteries for vehicles.
- 6) TV/Video: Provision of power for a communal TV/Video set.⁴⁷

10.55 The unit has been trialled in a outstation community, Ngurawaana, in Western Australia with some success. A further three outstations in Western Australia have had the power units installed and a number of other outstations in Western Australia are programmed to receive the units.⁴⁸ Given the evident value of this sort of unit to meet the basic power needs of outstation communities, the Committee believes it should be provided to those homeland communities which have basic requirements for a power supply. The Committee was informed that a power supply system to provide a greater output is currently being trialled at Yurrunga near Halls Creek. It may also prove to be of benefit to homeland communities.⁴⁹

Sewage disposal

10.56 Few homeland centres are provided with adequate forms of sewage disposal. Statistics from the Department of Aboriginal Affairs 1985 survey of outstations and other small groups indicates that of 460 communities with a total population of 12 060 people, 292 communities with 6311 people had no method of sewage disposal.⁵⁰ The Department informed the Committee that homeland communities have often expressed a desire for some form of sewage disposal and that this would undoubtedly be of benefit in terms of hygiene and health. Technologically complex water borne systems are not appropriate for most outstation communities where water is often in limited supply and where the need for

regular maintenance and repairs is undesirable. The provision of such facilities could create more problems than they were intended to solve.⁵¹

10.57 During a visit to the Centre for Appropriate Technology the Committee saw the ventilation improved pit (VIP) type toilet which had been developed by the Centre. The simple technology of the VIP toilet has eliminated the problems caused by water-borne systems and made the toilet relatively simply to install and maintain. Over 70 of the toilets have been installed by an extension team from the Centre, indicating their popularity with remote communities. Evidence from the Docker River area indicated that their introduction led to a significant reduction in sanitation related diseases.⁵²

Communication and transport

10.58 Communication and transport are vital to small remote communities like homeland centres to enable them to interact with the outside world:

10.59 For communication, many communities have HF radios and some are able to be connected to a telephone system. The transceivers, which are often solar powered, provide contact with other homeland centres, the resource agency and the larger community. The Committee was told that a number of problems have occurred with this system including congestion, long waits for calls, unreliability of the service, the cost of the equipment, poor quality reception and maintenance difficulties.⁵³

10.60 With the exception of some northeast Arnhem Land centres, few homeland centres have access to telephones. However, Telecom's Rural and Remote Areas Program, which commenced in 1984/85 and is expected to be completed by 1990, will provide automatic telephone services to sparsely settled areas of Australia using a Digital Radio Concentrator System of solar

powered radio repeater towers. Communities living within a tower's transmitting area will be able to receive telephone services at standard connection, rental and call charges. This program will bring the possibility of access to telephone services to many homeland centres.⁵⁴ The Committee is aware of research undertaken by Telecom in relation to the telecommunication service needs of pastoral excision groups and considers that similar research into the needs of homeland groups is required.

10.61 The availability of vehicles has been a major factor in the development of the homelands movement. Most homeland centres attach a high priority to acceptable forms of transport. Wendy Baarda, commenting on outstations from Yuendumu, stated that it was 'impossible to live at outstations in this country without a vehicle'.⁵⁵

10.62 Generally the conditions of roads are such that four wheel drive vehicles only can be used on homeland community access roads. Trucks are used by some larger homeland centres to carry large numbers of people and to transport stores. Tractors are also used on some outstations. There may be private vehicles on some homeland communities but few homeland dwellers can afford to purchase a vehicle for themselves. Generally transport needs of homeland communities are catered for by the community vehicle. There are also some communities which have no transport of their own and they rely heavily on the services of a resource agency. The Department of Aboriginal Affairs' approach generally has been to provide grants for vehicle purchase to the major community or outstation resource organisation rather than to individual outstations.⁵⁶

10.63 In order to buy vehicles homeland centres generally obtain funds from the following sources:

- personal loans (individual or collective);

- . community funds, for example from store profits;
- . mining royalty sources;
- . government grants, for example through DAA.⁵⁷

Some assistance to purchase vehicles was available through the Aboriginal Benefits Trust Account until a moratorium was placed upon the ABTA. The loss of this source of assistance had, according to the Department of Aboriginal Affairs, 'an adverse effect on the provision of vehicles to outstation communities'.⁵⁸ This in turn probably had a negative effect on outstation development in some areas 'particularly for families establishing new outstations'.⁵⁹ The moratorium has now been lifted from the ABTA with a ceiling on \$1 m being placed on assistance for the purchase of vehicles over the next 12 months. The Department stated that this amount would enable the purchase of about 30 vehicles which would in no way meet the demand from outstations for vehicles. The Department would consider requests from outstation communities for funding to purchase vehicles.⁶⁰

10.64 In view of the significant demand from outstation communities for the provision of vehicles and the vital part vehicles play in the development of the movement, the Committee considers that the Department of Aboriginal Affairs, in accordance with its 'seeding' role in relation to outstation development, should provide assistance to outstation resource organisations for vehicles for newly emerging outstation groups where assistance is not available from other sources. The Department will need to develop criteria for the provision of vehicles to outstation resource organisations which reflect the priority of need of particular outstation groups.

10.65 The Committee recommends that:

- the Department of Aboriginal Affairs provide funding assistance to outstation resource organisations for the purchase of vehicles for newly emerging outstation groups where assistance is not available from other sources.

10.66 As stated above, access roads to homeland centres are generally very poor. This is because State and local government authorities responsible for the upkeep of these roads in some areas do not give their upkeep the same priority as roads servicing rural landowners, school bus routes etc. Access roads to many homeland centres are private roads as they are located on Aboriginal land. Maintenance of these roads is the responsibility of the homeland centre or its resource agency, but lack of funding makes adequate maintenance difficult. Maintenance of access roads to homeland communities on pastoral leases is a matter for the pastoralist and the community.

10.67 The Department of Aboriginal Affairs liaises with local and State governments to encourage their assistance in the construction and maintenance of roads to homeland centres. Specific roadworks are also funded by the Department. The Western Australian Government noted that the proportion of road funding to homeland centres which should be met by Local Government and the Commonwealth Government needs to be addressed. It stated that consultations were taking place with the Western Australian Main Roads Department for funding the upgrading of access roads to remote Aboriginal communities including some of the larger outstations.⁶¹

10.68 The Northern Land Council stated that funding for outstation roads in the Northern Territory was the responsibility of the Department of Community Development. It considered that the provision for construction and maintenance of these roads was 'inadequate and far below standards applied off Aboriginal land.'⁶² However, it also noted that many outstation groups only wanted minor construction and regular maintenance of roads to outstations as more substantial roads may encourage the use of these roads by people considered undesirable by the communities.⁶³

10.69 In Western Australia consideration was being given as part of the WAALCIP package to assisting communities with funding for plant equipment so that they could construct and maintain their roads and airstrips. This sort of work could then be undertaken as a CDEP project in the communities and make a contribution to economic independence, particularly if it was possible to arrange to undertake other work under contract.⁶⁴

10.70 Access by air transport to homeland centres is important in some areas, particularly in cases of emergency. Because of climatic conditions many more homeland centres in the Arnhem Land region have access to an airstrip than those in the central desert areas. However, air travel is expensive and the low incomes of homeland dwellers mean they cannot utilise available air services to the extent they would wish.

10.71 The cost of construction and maintenance of airstrips is very high.⁶⁵ The construction of airstrips is primarily the responsibility of State or territory governments. However, airstrips used by homeland communities may be built with assistance from the Department of Aboriginal Affairs, funds from the community and, before the moratorium, ABTA funds. Maintenance is funded in the same way.

10.72 The need for boats as a means of transport to homeland centres is restricted to northern Australia during the wet season when roads become impassible. Some homeland centres in the Northern Territory were funded by ABTA for the purchase of small boats to assist in these circumstances. Barges can provide transport of stores to homeland centres.

Issues involved in provision of infrastructure

10.73 Apart from the recommendations made in specific areas of the provision of infrastructure to homeland communities, there are a number of general issues involved in the provision of infrastructure which were put to the Committee.

Extent and definition of standard of infrastructure

10.74 The Department of Aboriginal Affairs guidelines on outstations state that it is important to make clear to Aboriginal people who move to outstations that the same type or level of services and amenities available at larger centres may not be able to be provided at outstations. The guidelines place importance on providing outstation communities with basic necessities such as adequate water supplies, shelter, communications, access to supplies and transport. According to the Department it attempts 'to identify the most appropriate method for each community and does not apply any set of fixed standards'.⁶⁶ Although priority is given to basic needs, the Department also provides a range of other assistance to homeland centres.

10.75 The submission from the Ngaanyatjarra Council also referred to the need to provide homeland centres with facilities and services to meet the 'minimum standards expected by an "ordinary" Australian community'.⁶⁷ It did not specify what such standards were but indicated that the range of requirements included:

- . the provision of adequate water supplies and the reticulation of those supplies
- . sanitation
- . shelter
- . health services
- . education services
- . welfare services
- . community amenities such as stores, sports grounds, etc.
- . transport, both air and land
- . communications - mail services, telecommunications.⁶⁸

10.76 The Northern Territory Government proposed 'standards' for the provision of basic facilities and services to homeland centres of differing sizes (see Appendix 11). It claimed that the advantages of defining standards were that:

- planning and forecasting for funding purposes would be greatly improved. May be able to establish a three-year rolling program rather than having yearly bids;
- a greater degree of equity could be achieved as all communities would be provided with a similar range of facilities and services;
- it sets basic standards in areas such as the provision of water which can be related, for example, to particular health requirements; and
- the standards provided a mechanism for review or assessment against which progress could be judged.⁶⁹

10.77 The Department of Aboriginal Affairs acknowledged that there was some benefit in defining minimum standards for the provision of services based on public health considerations. However, the variety of outstation environments, both physical and social, limited the usefulness of defining standards in more detail. In particular, the Department was not prepared to endorse the standards proposed by the Northern Territory Government which it described as a mixture of the commonsense and the arbitrary.⁷⁰

10.78 Dr Altman stated that there were dangers in strictly defining standards of facilities and services that governments should be providing to outstation communities:

- there can be no set formula for outstations as a community-type - the level of provision should be left for individual outstations to decide;
- the provision of facilities and services must be appropriate to the particular lifestyle of outstation residents and their income status; and
- equal service provision may result in the assimilationist practices which outstation people have sought to escape, particularly if such services, e.g. education, do not take account of Aboriginal values.⁷¹

Dr Young also pointed to the need for flexibility in service provision to homeland centres because of the mobility of the population.⁷²

10.79 The Committee sees problems in defining 'standards' for the provision of facilities and services to homeland centres as a blanket solution to the problems in this area. Such a blanket solution seems particularly inappropriate to the homelands movement where flexibility to deal with a great variety of communities and a mobility of population is required. It may

appear simple and cost-effective in the short term, but if it fails to meet the needs of outstation dwellers it will be money wasted in the longer term. The provision of facilities and services must be done in close consultation with homeland dwellers and be designed to meet the needs of individual homeland centres.

10.80 While not wanting to define a uniform 'standard' for services and facilities there are obviously certain 'basic' needs which any community will have, e.g. good and adequate supplies of water, basic shelter, reasonable accessibility to their communities, the ability to summon assistance quickly in the case of emergencies etc. It is these basic requirements which must be met in relation to all outstations. The sorts of facilities and services which are provided to meet these basic requirements however will differ according to the approach taken by particular outstations. The extent to which outstations wish to exceed these basic requirements will also be a matter for them to decide and will depend on their expectations.

10.81 The Committee recommends that:

- . the Department of Aboriginal Affairs, as the co-ordinating body for homeland centres, develop a statement of 'basic needs' of homeland dwellers and that these 'basic needs' provide the basis, in close consultation with homeland dwellers, for the minimum provision of facilities and services to homeland centres.

Planning and co-ordination for provision of infrastructure

10.82 There is a need to achieve better planning of the provision of facilities and services to homeland centres. There is evidence of a lack of forward planning and unco-ordinated

development of homeland centres. The Pitjantjatjara Council stated that:

One thing has become apparent as time goes by, it is essential to have a far-seeing approach of development for town or community plan, preferably right from the beginning. It has been demonstrated often before, that initial work has to be ripped up or bypassed in ensuing programmes because its quality or size is not appropriate. Also, systems are continually added to in an ad hoc fashion, with little thought to overall development or trends in living style or physical movement around the camp, based on community and family politics.⁷³

The Ngaanyatjarra Council also referred to the need for a 'long-term development strategy encompassing all aspects of community life'.⁷⁴

10.83 The Committee supports the need for such planning and co-ordination in relation to homeland communities. It is suggested that discussions with homeland centres about their needs in relation to facilities and services should form the basis of a plan for the provision of these facilities and services to that homeland centre. Outstation resource organisations should be closely involved in the preparation of such plans. The plan should indicate where the priorities are in relation to the provision of facilities and services. Accordingly, when facilities and services are provided to the homeland centre it should be in agreement with the plan and in line with the priorities.

10.84 The Committee recommends that:

facilities and services be provided to homeland centres in accordance with a plan and priorities developed in close consultation with particular homeland centres and the outstation resource organisations.

Permanency of homeland centres
and duplication of services

10.85 One of the major difficulties in the provision of facilities and services to homeland centres is determining when a homeland centre is permanent. Agencies responsible for delivering services to homeland centres had difficulty stating how they assessed permanency. The Department of Aboriginal Affairs stated that permanency of a group is assessed in consultation between members of the group and Departmental field officers. There are no rigid criteria for the assessment of permanency and each case is judged on its merits. Factors which are taken into account include the traditional significance of a site to the group, efforts which the group have made to develop the outstation and their intentions.⁷⁵ In practice the assessment of permanency can require homeland dwellers to remain for a long period (a number of years in some cases) at the site of their choice and under harsh and, at times, dangerous conditions to demonstrate their commitment. This situation is quite unsatisfactory.

10.86 The Committee suggests that the problem of determining permanency before extensive facilities are provided can be overcome if the division of funding responsibilities between Commonwealth and State and Northern Territory agencies in the homelands area is recognised. The Commonwealth Government, through the Department of Aboriginal Affairs, has a 'seeding' responsibility in relation to the homelands movement and it should provide basic support to people wishing to set up homeland centres so that great hardship is not endured by them. The Department indicated that where the intentions of a group were not clear assistance can be provided for temporary facilities until the group's intentions are clarified.⁷⁶ Once these intentions are clarified, more extensive funding of facilities and services can be provided by State and Northern Territory governments with a degree of certainty that the group is committed to a particular site.

10.87 Because of the movement to homeland centres from major communities the Northern Territory Government claimed that there may be a number of homeland residents seeking services on their homeland centres for whom services have already been provided at major communities. In some cases they may utilise the main community's assets such as houses during their visits. The Northern Territory Government claims that such a situation is seen as inequitable by many Aboriginals.⁷⁷

10.88 The Northern Land Council rejected the claims of the Northern Territory Government stating that the duplication of services to major communities and outstations was 'so unusual as to be exceptional'.⁷⁸ In fact it argued that the quality and quantity of housing available for Aboriginal people in both major communities and outstations was grossly inadequate. The Land Council saw a need for temporary accommodation in town for people from outstations visiting the major communities for health, ceremonial or other reasons.

10.89 The mobility of homeland people and the impermanency of some homeland centres means that facilities and services can be provided to centres which are abandoned temporarily or permanently. The reasons why homelands people move from homeland centres were discussed in Chapter 2. The Committee also referred to the instability that can exist in the development of the homelands movement in particular areas during the early stages. Government agencies will need to be sensitive to these factors and consult closely with homelands people about the provision of facilities and services. There must be an accommodation by government to the mobility of homelands people and the fact, in particular, that they will wish to visit the larger communities with some frequency. At the same time governments should make clear to homeland groups the parameters for the assistance they will provide so that homeland groups have realistic options from which to choose in deciding their future movements. Flexibility in providing essential services to homeland centres will be of utmost importance.

Appropriate technology

10.90 In discussing the provision of the range of essential facilities and services to homeland centres in this chapter, the Committee has emphasised the importance of appropriate technology for homeland centre communities and indicated some of the items of appropriate technology that have been developed for remote Aboriginal communities. Low maintenance, durable and easily operated equipment and facilities are particularly important to the lifestyle of homeland dwellers because the harshness of the environment, the lack of technical skills generally possessed by homelands people and their remoteness from expert mechanical assistance, make complex technological equipment particularly inappropriate.

10.91 The Committee notes with favour the preparedness of governments to provide assistance to institutions involved in the development of appropriate technology for remote communities. The Department of Aboriginal Affairs has funded the Centre for Appropriate Technology in Alice Springs for a number of years. The Committee has referred in this chapter to equipment developed by the Centre. The Department of Aboriginal Affairs also provided assistance to the Solar Energy Research Institute of Western Australia for the design and development of a power unit for small Aboriginal communities and referred to earlier in this chapter. An allocation has also been made out of the Western Australian Aboriginal Land and Community Improvement Program for the provision of appropriate technological equipment to outstation communities, and will include funding for research in appropriate technology for water supply equipment.⁷⁹

10.92 The Committee supports the increased funding of appropriate technological research for facilities and equipment for remote Aboriginal communities. Such assistance could be provided as an important component of programs designed to provide infrastructure to homeland communities.

10.93 The Committee recommends that:

- . increased assistance be provided to organisations concerned with the development of appropriate technology for remote Aboriginal communities, and the extension of this technology into the communities.

Responsibility for provision of infrastructure

10.94 In Chapter 6 the Committee proposed a division of responsibility for funding homeland centres between Commonwealth and State and Territory governments. This division proposes the Commonwealth Government being responsible for the initial establishment funding of homeland centres, for the administrative and advisory costs of running outstation resource agencies, for some housing on outstations and for 'special' funding in areas such as the provision of school buildings in homeland centres. State and Northern Territory governments should provide to homeland dwellers the range of essential and other services which it is their responsibility to provide to all their citizens.

10.95 The Department of Aboriginal Affairs should provide establishment funding to homeland centres through its funding of outstation resource organisations. Inevitably, some establishment funding would provide essential services, such as water, which are a State and Territory responsibility as such services would be required for homelands people to establish themselves at their outstation. This should not be seen as the Commonwealth assuming what is the responsibility of State and Territory governments. However, as a decision to assist people to establish a permanent homeland centre will commit a State or Territory government to significant future funding for essential services, the Department of Aboriginal Affairs will need to co-ordinate its activities

with respective State and Territory government agencies. Some funding for housing in homeland centres should be provided by the Aboriginal Development Commission as recommended by the Committee earlier in this chapter.

10.96 The provision of basic essential services to permanently established homeland centres is the responsibility of State and Northern Territory governments. Thus the provision of most of the facilities and services discussed in this chapter are the responsibility of State and Northern Territory governments.

ENDNOTES

- 1 Transcript of Evidence, p. S1446.
- 2 Cane and Stanley, op.cit., pp. 164-65.
- 3 Transcript of Evidence, pp. S1558-60.
- 4 Transcript of Evidence, pp. S86-89.
- 5 Transcript of Evidence, pp. S1694-95.
- 6 Transcript of Evidence, p. S308.
- 7 Transcript of Evidence, p. S1424.
- 8 Cane and Stanley, op.cit., p. 173.
- 9 Transcript of Evidence, p. S1162.
- 10 Transcript of Evidence, pp. S309-10.
- 11 Transcript of Evidence, p. S1162.
- 12 Transcript of Evidence, p. S307.
- 13 Cane and Stanley, op.cit., p. 170.
- 14 Transcript of Evidence, p. S1167.
- 15 Transcript of Evidence, p. S551.
- 16 Transcript of Evidence, pp. 411-12 and 978-79.

- 17 Transcript of Evidence, pp. S113 and S1168.
- 18 Transcript of Evidence, p. S305.
- 19 Ibid.
- 20 Transcript of Evidence, pp. S310 and S312.
- 21 Transcript of Evidence, p. S57.
- 22 Transcript of Evidence, p. S1163.
- 23 Transcript of Evidence, p. S1429.
- 24 Transcript of Evidence, pp. S329 and S1429.
- 25 Transcript of Evidence, p. S327.
- 26 Transcript of Evidence, pp. S327-28.
- 27 Transcript of Evidence, p. S642.
- 28 Transcript of Evidence, p. S54.
- 29 Transcript of Evidence, p. S1641.
- 30 Transcript of Evidence, p. S643.
- 31 Transcript of Evidence, p. 446.
- 32 Transcript of Evidence, pp. 440-41.
- 33 Transcript of Evidence, p. 1259.
- 34 Transcript of Evidence, p. S1642.
- 35 Transcript of Evidence, p. 577.
- 36 Transcript of Evidence, p. 579.
- 37 Transcript of Evidence, p. 577.
- 38 Ibid.
- 39 Transcript of Evidence, p. 583.
- 40 Transcript of Evidence, p. S1561.
- 41 Transcript of Evidence, pp. S115-17.
- 42 Transcript of Evidence, p. S554.
- 43 Transcript of Evidence, pp. 1222-23.

- 44 Transcript of Evidence, p. S642.
- 45 Transcript of Evidence, p. S643.
- 46 T. Davies, 'Problems and Costs Associated with Electrical Power Supplies in Communities Serviced by the Pitjantjatjara Council', in B. Foran and B. Walker (eds.), op.cit..
- 47 W. James, 'Solar Powered Services for Remote Aboriginal Communities', in B. Foran and B. Walker (eds.), op.cit..
- 48 Transcript of Evidence, p. S1679-80.
- 49 Transcript of Evidence, p. S1680.
- 50 Transcript of Evidence, pp. S1428.
- 51 Transcript of Evidence, p. S316.
- 52 B. Walker, 'The Introduction of VIP Latrines to Aboriginal Communities in Central Australia', in B. Foran and B. Walker (eds.), op.cit..
- 53 Transcript of Evidence, p. S322.
- 54 Transcript of Evidence, pp. S322-23.
- 55 Transcript of Evidence, p. S1199.
- 56 Transcript of Evidence, p. S318.
- 57 Transcript of Evidence, p. S319.
- 58 Transcript of Evidence, p. S1667.
- 59 Ibid..
- 60 Ibid..
- 61 Transcript of Evidence, p. S552.
- 62 Transcript of Evidence, p. S1723.
- 63 Transcript of Evidence, p. S1724.
- 64 Transcript of Evidence, p. 1150.
- 65 Transcript of Evidence, p. S552.
- 66 Transcript of Evidence, p. S1637.
- 67 Transcript of Evidence, p. S19.
- 68 Transcript of Evidence, p. S18.

- 69 Transcript of Evidence, pp. 613-14.
- 70 Transcript of Evidence, p. S1639.
- 71 Transcript of Evidence, pp. S490-91.
- 72 Transcript of Evidence, p. S281.
- 73 Transcript of Evidence, p. S1166.
- 74 Transcript of Evidence, p. S18.
- 75 Transcript of Evidence, p. S1637.
- 76 Ibid.
- 77 Transcript of Evidence, p. S764.
- 78 Transcript of Evidence, p. S1558.
- 79 Transcript of Evidence. p. S1679.

CHAPTER 11

EDUCATION SERVICES IN HOMELAND CENTRES

Educational demands of homelands people

11.1 Homeland groups almost universally articulate twin objectives in relation to the education of their children. These twin objectives are indicated in a report from the Schools Commission to the Australian Education Council on education services in homeland areas:

Aboriginal people in homeland areas seek to maintain their culture and values, language and lifestyle . . . At the same time homeland area communities generally see English language acquisition and the achievement of numeracy by their children . . . as important educational outcomes, as they help equip their children for, and support the community in, essential contacts with the major culture.¹

In a similar vein the Northern Land Council noted that the overwhelming majority of parents in outstations want their children to have an education balancing Aboriginal cultural elements and the three Rs.² These twin objectives are in accord with the views expressed to the Committee in consultations with homeland communities.

11.2 It is clear that the movement to homeland centres has strengthened traditional education. The Pitjantjatjara Council

noted that living on homeland centres gave people the opportunity to educate their children in situ in all those matters which have land as their source, whether they be religious, social or environmental.³ What has been problematic for homeland communities is the provision of a European style education to enable the acquisition of the English literacy and numeracy which the communities desire.

11.3 Homeland communities articulate a range of differing views on the nature of their requirements for European style education. Some communities believe that the provision of even basic educational services will undermine the autonomy they seek to establish in moving to homeland centres. Others are prepared to have non-Aboriginal teachers based in their communities to provide a full education service to their children. In many cases some intermediate position between these two poles is sought by homeland communities, with Aboriginal people in the communities working as teachers in the school and being supported by professional teachers who visit the homeland centre but do not reside in it.

11.4 In all cases homeland communities want an education service that is very much a part of the community in a way that has often not occurred in the major communities. This points to the importance of homeland communities being consulted about their requirements and closely involved in the provision of educational services to them. The National Aboriginal Education Committee also indicated that homeland people want an education that prepares them for that sort of employment that is generated in the community rather than to participate in the wider society.⁴ Education then will play a key role in the future development of homeland centres.⁵ In this sense homeland people's requirements are for a functional, rather than a formal, education.⁶

Types of homeland centre schools

11.5 The Commonwealth Schools Commission's paper on homeland education referred to earlier has identified three methods of providing education to homeland centre communities based on the nature of the educational program offered and the administrative arrangements for the school.⁷

11.6 The first method involves the establishment of an integrated cluster of schools and is usually the first form of schooling sought by the homeland communities. It provides temporary or permanent teaching facilities for five to twenty students. The children are taught by a local assistant teacher and the school is visited periodically by a teacher from a central school. Hence there is limited intrusion into the homeland area. Aboriginal culture and language are on the teaching program. There is an emphasis on literacy and numeracy. Only a basic primary-level program is available which cannot be extended to post primary education.

11.7 The second method involves a resource cluster of schools which are associated with an education authority. Each school has one or two qualified teachers and local teaching assistants. The number of students is between 15-30. The establishment of more permanent facilities including teacher accommodation means increased intrusion into the homeland area. Because there are qualified teachers in residence a higher standard of literacy and numeracy can be expected than with the first method. However, the standard reached will not necessarily allow students to enter a secondary education. Aboriginal community schools of this type are operated within the Catholic system in the Kimberley region in Western Australia.

11.8 The third method involves independent schools established and controlled by Aboriginal family groups linked to independent institutions, usually an Aboriginal resource agency.

The schools promote traditional culture and language. Facilities are similar to those provided for methods outlined above. The schools employ qualified teachers and local people as assistants. The educational program is similar to type two. An increase in student numbers can result in a more comprehensive curriculum than type two. However, higher standards will not necessarily prepare students for a full secondary education. Examples of community schools are in the Fitzroy River Valley (Yiyili, Noonkanbah) and the Marra Worra Worra resource agency at Fitzroy Crossing.

Educational approaches in homeland centres

11.9 In general terms the current provision of educational services to homeland centres is very basic. The majority of homeland centre schools are associated with schools in the major communities and are operated by State and Territory Education Departments. Exceptions to this include a number of school units attached to the Hermannsburg 'mission', schools operated by the Catholic Education Commission in Western Australia and a number of independent schools. The arrangements for homeland education in the States and the Northern Territory are described below.

Northern Territory

11.10 In the Northern Territory, out of the 650 homeland centres, only about 70 receive an education service. To obtain an education service homeland communities must make a request for a service and then meet a number of criteria before the service is provided.

11.11 Following a request from a homeland group for a class, the viability of the request is investigated by the Education Department. The criteria the community must meet before an education service is provided are to demonstrate a degree of stability, a bona fide interest in developing a school and the

availability of a suitable Aboriginal Assistant Teacher nominated by the community. A commitment is expected from the assistant teacher to undertake teacher training and to improve his or her qualifications. This training is not always available. The Aboriginal Assistant Teacher can also be expected to work without pay for a trial period lasting up to six months. To qualify for the provision of a visiting teacher the community is required to have a minimum of eight school aged children as stable residents. At least 12 students in regular attendance are required for a community to qualify for a school.⁸

11.12 The Northern Territory Government informed the Committee that, where possible, all formal requests for schooling in homeland centres which have met the necessary criteria have resulted in a service being provided.⁹ The services of visiting teachers are provided by the Department of Education. Normally visiting teachers do not live at the homeland centres unless special arrangements are made. Due to isolation, visits are often restricted, limiting the professional support available to the teacher assistant and hence limiting the standard of education that can be provided through the program. Although the Northern Territory Department of Education guidelines state that visiting teachers will visit once a week, it is normally only once every two weeks and sometimes less frequently. The visiting teacher will spend three or four hours in the homeland centre school and will take a class. This is an important aspect of teaching English because teaching assistants usually do not speak English as a first language and problems in teaching oral English occur.

11.13 The Northern Territory Government told the Committee that lack of teacher accommodation and the difficulty in recruiting suitable people for the more remote locations are major obstacles in providing a full education service to homelands.¹⁰

11.14 A representative of the Northern Territory regional office of the Commonwealth Department of Education believed the Northern Territory Government had given no priority to homeland centre education. He stated that the Northern Territory Government had no policy for the establishment of small schools for homeland centres, but did for people living outside homeland centres. He noted that there were 35 one-teacher schools in the Northern Territory catering for about 480 children, with an average enrolment of 14, ranging from 3-24 students. Many of these schools are on rural properties and all essential services and equipment to the school are provided by the Northern Territory Department of Education.¹¹

11.15 In contrast to other smaller communities in the Northern Territory, homeland centres, in order to obtain education for their children, are expected to ask for education to be provided, demonstrate the stability of the community, provide an assistant teacher on a trial period on a no pay basis, and provide a facility for the school so that students have adequate protection from the weather.¹² A representative of the Northern Territory regional office of the Commonwealth Department of Education expressed the view that, although there may be a need for different sorts of programs, the central principle of delivering education to homeland centres should not be any different to that of providing education to children outside homeland areas.¹³

11.16 The level of academic achievements of Assistant Teachers varies greatly. However, the academic program of children in homeland centres is limited to the Assistant Teachers' own level of literacy and numeracy. Feppi (Northern Territory Aboriginal Educational Consultative Group) told the Committee that although ways and means of extending the academic capabilities of the Assistant Teachers are being looked at, not much has been accomplished in that area at this stage.¹⁴

11.17 Training of Aboriginal staff in homeland centre schools is considered by the Northern Territory Government to be a major area of concern. The Remote Area Teacher Education Program (RATE) commenced in 1985 to provide training programs for Assistant Teachers. Some in-service training of outstation assistant teachers has been conducted by central schools. Assistant Teachers are also able to attend Batchelor College to obtain formal qualifications, however many Aboriginal people do not want to leave their communities to attend the College and often no replacement is available for them in the community school. The RATE program may be able to assist in providing this training but additional staff and substantial funding would be required to make the program work effectively.¹⁵

Western Australia

11.18 The Western Australian Government stated that education should be a matter for consultation between the responsible department, the community and, where appropriate, the Catholic Schools Commission.¹⁶ The Western Australian Education Department has no specific policy concerning the provision of educational services to homeland centres. Homeland centres are entitled, under a general policy, to the same provision of educational services as other small communities. In such cases a school and supporting teacher accommodation are provided but only where a community is permanent and has sufficient children (at least 12) to justify the employment of a teacher. The Department generally considers a community as permanent when it has a housing program and township standard water, power and sewerage services. For these reasons it is unlikely that homeland centres will be provided with an on site government school. Children from homeland centres who do receive an education generally stay with relations in nearby larger communities with a school, or commute daily by bus.¹⁷ Children in 47 of the 71 homeland centres in Western Australia board with relatives in nearby communities. In 13 homeland centres children commute daily to school while one homeland centre uses the school of the air.¹⁸

11.19 The remotness of many homeland centres, lack of an existing infrastructure including accommodation and the difficulty of attracting competent qualified staff to isolated areas are the reasons given by the Western Australian Government as to why they have not responded rapidly to requests for services.

11.20 In Western Australia if there are fewer than 12 children in a community a service is delivered through the Education Department's Distance Education facilities. However, the supervisor of the children, either parents or an adult, must have achieved an educational standard which enables them to supervise the lessons. Unfortunately, this standard cannot normally be met in homeland situations and Aboriginal children in homeland centres generally cannot utilise this approach.¹⁹

11.21 The Western Australian Regional Office of the Department of Aboriginal Affairs stated that the question of the Western Australian Education Department's policy on the provision of education services to outstations would be examined as part of a review of Department of Aboriginal Affairs funding to the Education Department through the State Grants Program. The intention of the Department of Aboriginal Affairs will be to seek the commitment of the Education Department to the provision of appropriate educational support services to homeland centres, perhaps through mobile teachers.²⁰

11.22 In Western Australia some homeland communities are serviced by independent community based schools funded through the Department of Aboriginal Affairs Grants for Aboriginal Advancement Program. These independent schools are run by the Yungngora Association Inc., Nomads Charitable and Educational Foundation, Yiyili Aboriginal Corporation and the Punmu Aboriginal Corporation. Children in nine homeland centres attend these schools.

11.23 The Nomads Charitable and Educational Foundation, a non-profit making trust, operates a resource centre to service the Strelley Community school. With the development of the homelands movement the Strelley Community school had a problem of dispersal of students and teachers. By the use of itinerant teachers and the development of a radio school network they have tried to overcome this problem. The Strelley community supports the concept of teaching assistants being regarded as full members of the staff because all the teachers, Aboriginal and European, play a vital role in the development and delivery of the vernacular literacy program.

11.24 The Nomads strongly support the development of regionally based, professional development courses for its Aboriginal teachers. However, the community does have very strong views on people living and studying away from the community. There is a strong measure of support for on-site courses.²¹ The Nomads indicated that truancy was not a problem in their schools as the parents wanted their children to attend and the schools are run by committees comprising members of the communities. As community members were also teachers in the schools, discipline was not a problem.²²

South Australia

11.25 The South Australian Government's submission states that:

The States have a responsibility to provide a range of services to Aborigines which are in no way inferior to those provided to the general populace.²³

The South Australian Government believes that it is important that educational provisions are provided as a response to a request. The Education Department relies on being informed by communities of a move to a particular location and their

requirement for the provision of educational services. In general terms, to provide a school in a homeland centre a minimum of 12 students is required. There could then be long delays in the provision of a service because of the need to obtain the necessary facilities and resources for a school.²⁴

11.26 In South Australia at present there is only one homeland school operating which is at Cave Hill near Amata and was established in 1983.²⁵ The Cave Hill community pays an Aboriginal Education Worker to work five mornings per week. Support is provided by teachers from Amata in preparing materials and lessons. Three mornings a week an Amata teacher visits the homeland. Once a week children are taken to Amata. Some of the curriculum materials used at the school are the Northern Territory Education Department's 'School of the Bush' and 'Tracks' materials.

11.27 The South Australian Department of Education emphasised the importance of developing a set of criteria for the establishment of homeland centre schools and the need for a sorting out of Commonwealth/State financial responsibility in the area of homelands education. The Department stated that communities are unsure of what they must do to obtain the schooling they need.²⁶

11.28 Information provided by the South Australian Government shows that in July 1984, there were 13 homeland centres with school aged children resident. There were 39 children in total. Two homeland centres had eight children each. The rest had between one and seven children.²⁷

Queensland

11.29 In Queensland bilingual programs have been developed in the following schools: Wikmunkun at the Aurukun government school, Ti-Tri at the Edward River government school, and Guguwil-Angi at Wujal Wujal community.

11.30 During a visit to Aurukun the Committee was informed that a problem had occurred with homeland centre education in the area because a teacher had visited the outstations only three times in the last six months and that there had been no regular visit for the last six months of the previous year. As there was no official government recognition of outstation education the teacher who visited the outstation classes was designated as an 'extra curricula' teacher.²⁸

11.31 Mr Katter, Minister for Community Development in Queensland, told the Committee that if there were more than four children in a community they would be eligible for a school, the same as anywhere else in Queensland, and that an approach should be made by the community concerned to the Department of Education. He pointed out that Bentinck Island would shortly require a school.²⁹

Compulsory Education

11.32 The provision of education to homeland centres highlights the dilemma between the rights of Aboriginal people to retain their identity and associated lifestyle and the obligation of State and Territory governments to provide Aboriginals with the same means of access to education as the rest of the community.

11.33 The Committee was informed by representatives of some State and Territory Education Departments that they did not enforce compulsory education in relation to homeland centres children. The Secretary of the Northern Territory Department of Education told the Committee that to enforce compulsory education on homeland dwellers would not be compatible with the policy of homelands people 'of getting away from' the kinds of pressure that living with Europeans bring. In this regard the Department was continuing the policy of former Commonwealth agencies in the Territory.³⁰

11.34 While compulsory education is not enforced in relation to homeland centres in the Northern Territory, if a homeland centre asks for education for its children an education service will be provided, subject to the criteria mentioned above being met. The Secretary of the Northern Territory Education Department told the Committee that if the right number of children were available and if the community made a request for a normal school with a trained teacher, the community would be provided with such a school. However, there would be a lead time of more than 12 months before schooling would be provided to allow for the building of a school and housing for the teachers.³¹

11.35 Representatives of the South Australian Department of Education stated that compulsory education is not enforced because in some circumstances it cannot be enforced.³² In relation to the provision of educational services to homeland centres the Department operates on the principle that a group would notify the Department of its move to a homeland centre and would request the provision of an education service. There would be delays in meeting these requests because of the need to provide facilities.³³

11.36 A different perspective was provided on this issue by a representative of the Commonwealth Department of Education in the Northern Territory. He stated there is no reason why people living in homeland areas cannot be regarded in the same way as other people living in remote areas in small population pockets and why the education to be delivered to them should not be delivered in terms of the Education Acts of the State and Northern Territory which require Ministers to provide a service, parents to enrol the children and children to attend school.³⁴ He also stated that Aboriginal people see education as important for their continuing survival as Aboriginals and that homeland centres rate education as a priority. However, although interested in education 'they are fairly innocent of bureaucracy and if no one goes to see them about education, they will probably never ask for education programs'.³⁵

11.37 Representatives of Feppi also expressed concern that there are considerable limitations to the education services offered in homeland centres. In some areas there is no service at all.³⁶ An example given was north-east Arnhem Land where, because of its isolation, there would be roughly 700-1000 children not receiving an education.³⁷ The National Aboriginal Education Committee also expressed concern about the lack of education services available to homeland communities. The NAEC advocated the provision of an education service, of equal standard to that provided to other children, to all established homeland centres with school aged children.³⁸ It also expressed concern about the lack of adequate statistics on the numbers of Aboriginal children in homeland centres not receiving an education service. It stated that there was a need for research into this area.³⁹

11.38 The Committee did not take evidence from the Western Australian and Queensland Departments of Education on the issue of compulsory education. But from evidence referred to earlier in this chapter there appears to be an onus on homeland communities to make requests for education services before they are provided. Even where requests are made the cost and logistical difficulties of providing educational services to homeland centres mean that there will be significant delays in a service being provided or the community will fail to meet essential criteria for a service to be provided.

11.39 While the Committee believes that compulsory education for homeland communities would be unproductive, as it is unenforceable and many homeland centres lack educational facilities, it considers that existing criteria which place an onus on homeland centre communities to request education services before they are provided, discriminates against these communities. The placing of an onus on homeland communities to request an education service before one is provided is not implemented in relation to any other communities. The effect of

this discrimination has been to exclude some homelands children from receiving an education. The Committee had difficulty in quantifying the numbers of children who were not receiving an education service although in some areas it could be significant. The other major effect of this discrimination is that children from homeland communities are forced to live in major communities or towns in order to receive an education service. This means boarding with other relatives who live in these centres or having one or both parents move from homeland communities to the major centres for the duration of their children's education. However it is arranged, efforts made to ensure that children receive an education can have a destabilising effect on homeland communities. There are indications that where schooling is provided in homeland centres a greater degree of stability of the community is achieved.

11.40 The Committee considers that education departments need to change their approach to the provision of education to homeland centres so that the onus is placed on educational agencies to assess whether homeland communities wish to have an education service and the nature of the service they wish to receive and not on the communities. The Committee would also like to see research undertaken into the numbers of Aboriginal children in homeland centres who are not receiving an education service because of lack of access to a service.

11.41 The Committee recommends that:

- . State and Northern Territory Education Departments closely consult with all established and newly establishing homeland centres about the nature of the education services they desire with a view to establishing these services in the communities.

Standard of Education

11.42 At this stage Education Departments are concentrating on meeting primary schooling needs of homeland communities. No form of secondary education nor significant adult education programs are provided to homeland centres. Generally speaking, the education provided to homeland centre children cannot be considered equivalent to education services provided in more established Aboriginal communities and in fact it has been claimed by education authorities themselves that existing programs 'cannot hope to provide more than basic numeracy and literacy skills'.⁴⁰

11.43 The reasons why the standard of education available in homeland centres is so limited are complex. Given the Northern Territory model of Aboriginal assistant teacher in the community supported by a visiting professional teacher, a number of limiting factors exist.

11.44 The actual hours for lessons in homeland centre schools vary between only 10 to 15 hours per week and during the Wet season in the Top End some schools are closed. Although this may mean that children, during this period, are able to attend schools at major centres, the disruption to children's schooling is obvious.

11.45 Poor attendance can also be a problem. Although the attendance rate of 75 to 95 per cent in homeland centre schools in the Northern Territory is very favourable when compared with attendance rates in the major communities,⁴¹ any failure to attend significantly limits the effectiveness of the educational program. This problem is compounded by the limited number of hours for which homelands education programs operate.

11.46 However, the most significant limiting factor on the program is the level of competence of the Aboriginal Assistant

Teacher. The Committee was informed by the Northern Territory Department of Education that the Assistant Teachers' standard of education is quite often not much higher than middle primary level. Students are unlikely to gain an educational standard beyond that of their Aboriginal teaching assistant thus severely limiting the educational program. The Committee was informed that if homeland children were to attain more than the most basic education standard the parents must be prepared to send their children to a central community school for part of their education.⁴²

11.47 Feppi acknowledged that the quality of the educational service available to homeland communities was limited by the knowledge and skills of the assistant teachers. However, Feppi claimed that there were funding restraints on the training of assistant teachers and little progress had been made in this area.⁴³

11.48 The Northern Territory Government believes it is not possible to provide adequate on-site training for Aboriginal assistant teachers in homeland centres. However, they may be able to receive training through RATE programs run in the major communities. The Northern Territory Minister for Education told the Committee that the only viable program of training of Aboriginal assistant teachers can be provided through the RATE program although it is only a first year course.⁴⁴ It is understood that an annexe of the Batchelor College may be established in Alice Springs providing easier access to teacher training for assistant teachers from homeland centres in central Australia.⁴⁵

11.49 Another limitation on homelands education programs is the availability of suitable curriculum materials. Northern Territory and South Australia homeland schools use the 'School of the Bush' materials consisting of correspondence-type pupil work-books which incorporate 'distance teaching techniques'. The

'School of the Bush' series provides a full set of materials up to middle primary level, is capable of being used by Aboriginal assistant teachers and provides basic skills in English, numeracy and handwriting.

11.50 The Northern Territory Minister for Education, told the Committee that the cost of providing and distributing materials for homeland centre education is immense in terms of the Territory's financial and specialist staff resources. Current homeland programs concentrate on the provision of correspondence, early childhood and primary education.⁴⁶ Feppi stated that some of the present curricula material is out of date and needs to be upgraded and that an input of the teaching assistants is required because they know what they are going to teach.⁴⁷

11.51 The South Australian Department of Education noted that three issues were critical in providing an adequate standard of education to homeland communities. First, the provision of facilities was important. Delays in the provision of facilities caused frustration and dislocation of an educational program. There was a need to resolve what constituted an adequate standard of facilities for homeland centres. Second, the quality of curriculum offered must be of a high standard, supported by the community, linked to the wider schools curriculum, understandable by Aboriginal Education Workers and suit a wide variety of age groups. Third, the quality of personnel was critical to the success of homelands education programs. This included both professional teachers and the Aboriginal Education Workers, and appropriate training, continuity of staffing and employment awards that allowed staffing flexibility were important in ensuring that this aspect of the education program was properly supported.

11.52 The use of visiting teachers and local Aboriginal teaching assistants is probably the most likely method that will be employed to provide formal education services to children in

homeland centres, particularly in the early stages of development of homeland centres. To ensure that the standard of education provided to homeland centres through such programs is of a reasonable level a number of measures will need to be taken. The role of Aboriginal Assistant Teachers and Education Workers who work in homeland centres is the crucial element in improving the quality of the education programs.

11.53 The House of Representatives Select Committee on Aboriginal Education referred to two major measures needed to improve the quality of Aboriginal assistant teachers: an adequate career path for development and the payment of reasonable salaries, and the provision of appropriate training programs.⁴⁸ These aspects are currently not receiving sufficient attention even in the Northern Territory where the Remote Area Teacher Education program has been developed to allow Aboriginal people to undertake the early years of teacher training without leaving their communities. The Committee also notes that in the early stages of homeland schools some Aboriginal Assistant Teachers work without pay while the commitment of the community to the school is being assessed. The Committee considers that training programs for Aboriginal Assistant Teachers in homeland schools and the recognition of their status together with appropriate conditions of employment should be the priority area in relation to homeland centres education.

11.54 There are a number of other areas which will also require attention to improve the workings of this model of homeland centre education. The professional support offered by visiting teachers is of great importance to the program and more frequent, regular visits are required. Curriculum materials currently being used in this program are limited to the middle years of primary school and clearly need to be further developed. The provision of facilities is also important and the Commonwealth has provided assistance in this area through the funding of school buildings in homeland centres. The South

Australian Department of Education emphasised the value of mobile facilities in providing educational services to homeland centres.⁴⁹ Permanent facilities could clearly be used in some areas where communities have been stable for a number of years. Other areas that need attention are the involvement of Aboriginal homeland communities in their education and the use of new technology (and some old technology) to improve the quality of education available through this approach. The Committee discusses these two areas later in the chapter.

11.55 The Committee recommends that:

- . priority be given to the development and implementation of appropriate training programs for Aboriginal Assistant Teachers and Education Workers in homeland centre schools to enable them to upgrade their skills and knowledge to provide a higher standard of education to homeland communities;
- . in conjunction with the implementation of training programs, the status of Aboriginal Assistant Teachers and Education Workers in homeland schools be recognised by the provision of better employment conditions and an appropriate career structure;
- . appropriate curriculum materials for homeland communities be developed to at least the upper primary level. State and Territory Aboriginal Education Committees and homeland communities should be involved in the development of curriculum materials; and

- . professional teachers visiting Aboriginal homeland schools do so on a frequent and regular basis where possible.

11.56 While the Committee makes recommendations for the improvement of the major existing model for providing education services to homeland communities (Aboriginal Assistant Teachers resident in the community supported by visiting professional teachers), it considers that this model is likely to prove inadequate to meet the needs of homeland communities in the longer term. The model has so many limitations built into it that even with the implementation of the Committee's recommendations and the model working at its optimum, homelands children will receive at the most a basic primary school education. To receive a more adequate education children will have to attend school in the major communities or wider afield. As the Committee has assessed the homelands movement as a long term one there is an urgent need to consider alternatives to the major model for homelands education to provide a better standard of education in homeland communities. In considering alternative models assessment should be made of the approaches of the community-based independent schools in Western Australia providing education services to homeland centre schools. The Committee recommends that:

- . the National Aboriginal Education Committee, in consultation with State and Territory Aboriginal Education Consultative Committees and the State and Territory Education Departments, assess as a matter of priority alternative approaches to providing educational services to homeland centres to enable a higher standard of education to be available to homeland communities.

Aboriginal involvement in homelands education

11.57 Aboriginal involvement in relation to homelands education can be achieved at a number of levels. At the homeland level Aboriginal people teach their children traditional values, culture, lifestyle and language. The people of homeland centres have an input into the European part of their children's education in that the community decides what is to be taught. The community also decides who is to be selected from the community to become the assistant teacher. The community may also provide or assist with the building of facilities. Generally, the communities take a great interest in their school and recognise the importance of formal education to deal with the wider community.

11.58 Given the important role which homelands people are playing and wish to play in relation to the education of their children it is fundamental that they be involved in all aspects of the provision of education services. Western-style education has the potential to be either enormously beneficial to homeland communities in their achievement of independence and autonomy or destructive of what people have sought in moving to homeland centres. The success or failure of Western-style schooling in homeland communities is crucially dependent on the involvement of homelands people themselves. In this regard the Committee endorses the recommendation of the Select Committee on Aboriginal Education that homeland communities should make all important decisions in relation to the provision of education services to their communities.

11.59 There is also a need for the involvement of Aboriginal people in the development of homelands education policy at the State and Territory government level. The Committee considers that this could best be undertaken by the State and Territory

Aboriginal education consultative committees which have the role of advising their respective education departments on the educational needs of Aboriginal people.

11.60 In the Northern Territory the Committee was informed by Feppi that it had had no input into the preparation of the Education Department's draft policy on homelands education but was still expected to endorse the policy.⁵⁰ It did not endorse the policy and criticised it as vague and not committing the Northern Territory Education Department to do anything more than what it wants to do.⁵¹ Representatives of Feppi also indicated that only \$30,000 had been made available during the 1985/86 financial year to cover Feppi's operating costs. This was considered inadequate and restricted members' travel within their areas. Feppi stated that if more funds were available it would be able to carry out more surveys and collect data on homeland centres.⁵²

11.61 With its membership and charter, Feppi is in a much better position to obtain the views of Aboriginal people about the sort of education that should be provided. The Committee therefore considers that it is unacceptable that the Northern Territory Education Department did not seek an extensive input from Feppi on the development of a homelands education policy.

11.62 The Committee did not receive any evidence on the role of other State Aboriginal education consultative groups in establishing homelands education policy. It considers that there is a need for all State and Territory consultative groups to be involved in the development of homelands education policy and to be provided with the necessary resources to gauge the views of homelands people about their educational needs.

11.63 The Committee recommends that:

- State and Northern Territory governments closely involve their respective State and Territory Aboriginal education consultative groups in the development of their homelands education policies and provide the groups with the necessary resources to obtain the views of homelands people about their educational needs.

11.64 At the national level the National Aboriginal Education Committee has primary responsibility for the provision of national policy advice to the Commonwealth Minister for Education and the Commonwealth Government on all matters relating to Aboriginal education. The NAEC monitors existing policies and programs for promoting and undertaking reviews and studies into Aboriginal education and training areas including homeland areas. The Committee has made recommendations in this chapter which involve the NAEC undertaking an inquiry into new educational approaches for homeland centres. The NAEC has an important role to play in the development and dissemination of broad policies on homelands education which will benefit from a more consistent, coherent approach than is possible by State and Territory governments simply developing their own approaches.

Alternative approaches

11.65 In the Aboriginal education report the House of Representatives Select Committee on Aboriginal Education expressed the view that:

The use of new technology could present exciting possibilities in the provision of education to remote communities. It is possible that satellite

technology and emerging radio technology could be used beneficially by educators for homeland centre education.

The value of using this technology is that it may enable adequate schooling to be provided to remote communities at a lower cost. Regard in the provision of such technology would have to be taken to the extent to which it intruded into, or disrupted, the lifestyle of the community. Homeland communities would have to be closely consulted about the introduction of such technology.⁵³

The Committee endorses the views of the Select Committee.

11.66 The Select Committee indicated that in the Northern Territory consideration was being given to the installation of a number of local 'school of the air' type networks in central schools to service homeland centre classes. The 'school of the air' technique was to be used largely for teacher training but also for broadcasting some material to students to increase the contact between trained teachers, both Aboriginal and non-Aboriginal, and homelands students. The Northern Territory Department of Education was also looking at the use of the satellite for TAFE and teacher education in homeland centres.⁵⁴

11.67 The South Australian Department of Education is giving consideration to the use of modern technology to assist homeland centre education, including the communications satellite AUSSAT. At this stage the use of telecom on-ground facilities in the north-west area of the State is being contemplated. The system to be used is a DUCT system which uses videos and is limited to delivery of literacy and numeracy skills. With the use of modern technology the intrusion/service dilemma becomes very pertinent and consultation with communities will be essential and the wishes of the community must be respected.⁵⁵

11.68 The NAEC also welcomed the views expressed by the House of Representatives Select Committee on Aboriginal Education on the use of satellite and radio technology which could be used

beneficially by educators for homeland centre education subject to consultation with homeland communities. The NAEC believes that the Commonwealth, in conjunction with the State and Territory governments, should invest capital in developing and trialling these alternative approaches for homeland centre education by 1988 as a project of National Significance for Aboriginal People.⁵⁶

11.69 The Committee believes that further investigations should be made into the use of new technology for providing education to homeland centres because of the exciting prospects they offer in providing a higher standard of education at a reasonable cost to homeland communities.

11.70 The Committee recommends that:

- State and Northern Territory education authorities research the use of new and alternative technologies in homelands centre education.

Adult education and training

11.71 Because of the nature of the homelands movement and the nature of 'employment' for homelands people, training schemes aimed at preparing Aboriginals for mainstream jobs are not appropriate to homeland centres. Instead adult education and training should be directed to areas which support homelands people in the lifestyle they have chosen.

11.72 The Committee has identified the following as the major areas requiring attention in adult education and training for Aboriginal homeland centres:

- the acquirement of basic English and numeracy skills;

- the acquirement of basic trade skills in the maintenance of vehicles, water pumps, bores, windmills and tanks and in the construction and maintenance of housing and shelter;
- training of assistant teachers and health workers; and
- the acquirement of skills to support economic projects such as art and craft, market gardening, cattle projects etc. in which homelands people wish to engage.

These priorities accord to a significant extent with those identified by the Miller Committee on Aboriginal employment and training. The Miller Committee stated that homelands communities training needs were:

. . . training in basic literacy and numeracy; maintenance of vehicles, bore, pumps, etc.; radio communications; first aid and basic health; and other skills that might make communities more viable.⁵⁷

11.73 To date efforts to meet the training and adult education needs of homeland communities have been quite inadequate. Some on-site training is provided by the outstation resource organisations funded by the Department of Aboriginal Affairs in areas such as basic shelter construction and maintenance skills. However, these organisations are often under-funded and overworked and little capacity exists for training. The Committee has recommended in Chapter 7 that additional funds be provided to outstation resource organisations and the allocation of this funding should allow more resources to be devoted to training.

11.74 The Commonwealth Department of Industrial Relations has organised some small training courses for outstation dwellers such as water supply maintenance, transport maintenance and outboard motor maintenance in Arnhem Land.⁵⁸ As part of the

implementation of the Aboriginal Employment Development Policy (AEDP) the Department of Employment and Industrial Relations will employ additional Vocational Officers to identify and arrange suitable on-site training programs and to identify enterprise opportunities for Aboriginal communities including homeland centres. The role of the Vocational Officers is not to provide the training but to arrange for it to be provided by local Aboriginal resource agencies or TAFE. However, the Department indicated that it has insufficient staff to adequately service remote communities and outstations and the skills and experience of existing staff are limited by their extensive workload.⁵⁹ Given the importance of providing adult education and training programs to homeland communities as a way of supporting homelands people in maintaining their lifestyle the Committee considers that the element of the AEDP concerned with the training needs of homeland communities should receive additional assistance.

11.75 The Committee recommends that:

the Commonwealth Department of Employment and Industrial Relations be provided with additional assistance for Vocational Officers to identify and arrange suitable training courses for homeland communities which meet the priorities of homelands people for adult education and training.

11.76 It is likely that in many cases the training programs referred to above will be provided by TAFE. The South Australian Department of TAFE's School of Aboriginal Education, within the Adelaide College of TAFE, has for some years conducted adult courses for Aboriginals living in north west South Australia.⁶⁰ It operates a number of mobile self-contained workshops in selected communities which also attract people from homeland

centres and some workshops have been deliberately placed in homeland centres. The program covers a basic range of trades, literacy and numeracy and skill as a store worker.⁶¹ Representatives of TAFE in South Australia stated that there had been an enthusiastic response from people in the communities to courses which had been held indicating the desire of Aboriginal people to acquire additional skills.

11.77 The Committee did not receive evidence from other States or the Northern Territory about the provision by TAFE of training assistance to homeland centres.

11.78 The Committee considers that there is an urgent need for TAFE in the various States and the Northern Territory with homeland centres to address themselves to the adult education and training needs of homelands people and provide appropriate programs to meet these needs. The Committee recommends that:

- . State and the Northern Territory Departments of Technical and Further Education identify the adult education and training needs of homeland communities and provide appropriate programs to homelands people.

Responsibility for providing education facilities and services to homeland centres

11.79 The education of all children, including children living on homeland centres, is the responsibility of governments in the particular State or Territory in which they live. This was acknowledged by State and Territory governments. However, they referred to the expense of providing educational services to homeland communities and the difficulties this created in providing adequate services.

11.80 The Northern Territory Government referred to difficulties in the division of responsibility between the Territory and the Commonwealth, but also between the various agencies with Aboriginal educational responsibilities at the Commonwealth level.⁶² The Northern Territory Department of Education told the Committee that current costs for education in homeland centres vary between \$4,000 and \$6,000 per capita whilst urban primary schools in the Northern Territory cost \$3,345 per head. Because no extra funds have been provided, it was stated that the Northern Territory Education Department over the last five or six years has had to draw resources away from existing Aboriginal schools in order to be able to fund outstation schools.⁶³

11.81 The Western Australian Government stated that a general practice had developed in remote areas of the Commonwealth funding capital works and the Education Department funding teacher housing and recurrent costs.⁶⁴ As noted earlier, the Department of Aboriginal Affairs is reviewing its funding to the Western Australian Department of Education and the provision of education services to homeland centres will be a part of the review.

11.82 The South Australian Department of Education acknowledged that the States had a responsibility to provide 'a range of services to Aborigines which are in no way inferior to those provided to the general populace'.⁶⁵ This included the provision of education services to homeland centres. However, the Department also stated that the Commonwealth Government could provide 'supplementation to the States where special programmes are required' in order to overcome Aboriginal disadvantage.⁶⁶ While indicating that both State and Commonwealth governments would need to be providing assistance for homelands education, the Department of Education stated that 'it is the proportion that needs to be sorted out'.⁶⁷

11.83 Commonwealth funds have been used to assist State and Territory governments to provide classroom and associated facilities in a number of homeland areas in the Northern Territory, South Australia and Western Australia.⁶⁸

11.84 In terms of responsibility for the provision of educational services to homeland centres, the Commonwealth Schools Commission, in a report prepared for the Australian Education Council, asserted the central principle that all children are the educational responsibility of the State and Territory in which they live. However, it was recognised that the Commonwealth had a special responsibility to Aboriginal people, not only deriving from the 1967 constitutional amendment but also as clearly expressed in the Commonwealth's role in providing additional primary and secondary education funding through the Schools Commission's supplementation in areas of particular need or to implement programs of importance.⁶⁹

11.85 Emerging from these principles the School Commission's Report proposed the following delineation of responsibilities in relation to homelands education:

Both the Commonwealth and States/Territories should accept responsibility for funding homeland area schools. The States/Territories should fund these schools within their responsibility to provide education for all children in the areas under their jurisdiction. The Commonwealth's response, through the Education portfolio, can best be expressed as

- a) per student allocations under the Schools Commission's General Recurrent Grants Program,
- b) supplementary funding through the Schools Commission toward the extra costs of curriculum associated resource (including materials) at school level, estimated to be \$100 per student per annum, and

- c) capital support, in the form of assistance with establishment costs in respect to school facilities in homeland areas through the Capital Grants Program of the Schools Commission, and especially through the Aboriginal Schools element of that program.⁷⁰

Other areas of co-operation were to include the development of appropriate curricula and the training of Aboriginal teachers and teaching assistants and non-Aboriginal teachers.

11.86 The Committee has already indicated in Chapter 6 its general approach in relation to the division of responsibility for funding homeland centres development. The general approach of the Schools Commission's report in the particular area of education is in accord with the Committee's overall view of the approach which should be adopted. The Committee considers that it provides a reasonable basis for negotiation between State and Northern Territory and Commonwealth governments for funding arrangements. The Committee strongly reinforces the central principle of the responsibility of State and Northern Territory governments for providing education services to all Aboriginal children in homeland centres. The endorsement and implementation of this undeniable responsibility by State and Territory governments must be a pre-condition to supplementary Commonwealth funding.

11.87 In relation to the co-ordination of arrangements at the Commonwealth level the Committee endorses the recommendations of the Select Committee on Aboriginal Education for the transfer of Aboriginal education funding from the Department of Aboriginal Affairs to the Education Portfolio and the recognition of the role of the National Aboriginal Education Committee. The Committee considers the Select Committee's recommendations on co-ordination should be implemented as a matter of urgency to achieve better co-ordination of Aboriginal education at the Commonwealth level. Within these arrangements the role of the

Department of Aboriginal Affairs as the overall co-ordinator of all Commonwealth policies and programs in Aboriginal affairs and, in particular, its co-ordination role in relation to homeland centres as recommended in this report, needs to be recognised.

ENDNOTES

- 1 Transcript of Evidence, p. S179.
- 2 Transcript of Evidence, p. S1719.
- 3 Transcript of Evidence, p. S1293.
- 4 Transcript of Evidence, p. 1249.
- 5 Transcript of Evidence, p. S1849.
- 6 Transcript of Evidence, p. 1046.
- 7 Transcript of Evidence, pp. S180-83.
- 8 Transcript of Evidence, p. 249.
- 9 Transcript of Evidence, p. S1253.
- 10 Ibid..
- 11 Transcript of Evidence, p. 324.
- 12 Transcript of Evidence, pp. 319 and S1276.
- 13 Transcript of Evidence, p. 324.
- 14 Transcript of Evidence, p. 333.
- 15 Transcript of Evidence, p. 235.
- 16 Transcript of Evidence, p. 553.
- 17 Transcript of Evidence, pp. S1681-82.
- 18 Transcript of Evidence, pp. S1703-04.
- 19 Transcript of Evidence, p. S554.
- 20 Transcript of Evidence, p. S1681.
- 21 Transcript of Evidence, pp. S457-63.

- 22 Transcript of Evidence, p. 1190.
- 23 Transcript of Evidence, p. 1031.
- 24 Transcript of Evidence, pp. 1043-44.
- 25 Transcript of Evidence, p. S1210.
- 26 Transcript of Evidence, p. 1033.
- 27 Transcript of Evidence, p. S1214.
- 28 Hansard Precis of Discussions, Aurukun, 8 September 1986.
- 29 Hansard Precis of discussions with Mr Katter, Queensland Minister for Community Development, Brisbane, 11 September 1986.
- 30 Transcript of Evidence, p. 253.
- 31 Transcript of Evidence, pp. 568-69.
- 32 Transcript of Evidence, p. 1044.
- 33 Transcript of Evidence, p. 1043.
- 34 Transcript of Evidence, pp. 316-17.
- 35 Transcript of Evidence, pp. 317-18.
- 36 Transcript of Evidence, p. 333.
- 37 Ibid..
- 38 Transcript of Evidence, p. S1862.
- 39 Transcript of Evidence, p. 1241.
- 40 Transcript of Evidence, p. S766.
- 41 Transcript of Evidence, p. 329.
- 42 Transcript of Evidence, p. 235.
- 43 Transcript of Evidence, p. 333.
- 44 Transcript of Evidence, pp. 235 and 573.
- 45 Transcript of Evidence, p. 352.
- 46 Transcript of Evidence, p. 232.
- 47 Transcript of Evidence, p. 348.

- 48 Aboriginal Education, Report of the House of Representatives
Select Committee on Aboriginal Education, (PP No. 357,
1985), September 1985, pp. 186-87.
- 49 Transcript of Evidence, p. 1040.
- 50 Transcript of Evidence, pp. 866-68.
- 51 Transcript of Evidence, p.. S1269.
- 52 Transcript of Evidence, pp. 336-47.
- 53 Aboriginal Education Report, op.cit., pp. 117-18.
- 54 Ibid..
- 55 Transcript of Evidence, pp. S1211-12 and 1035-36.
- 56 Transcript of Evidence, p. S1591.
- 57 Miller Report, op.cit., p. 351.
- 58 Transcript of Evidence, pp. 944-45.
- 59 Transcript of Evidence, pp. S1865-66.
- 60 Transcript of Evidence, p. S1222.
- 61 Transcript of Evidence, pp. 1051-52 and 1057.
- 62 Transcript of Evidence, p. S766.
- 63 Transcript of Evidence, pp. 249-50.
- 64 Transcript of Evidence, p. S554.
- 65 Transcript of Evidence, p. 1031.
- 66 Ibid..
- 67 Transcript of Evidence, p. 1039.
- 68 Transcript of Evidence, p. S185.
- 69 Ibid..
- 70 Transcript of Evidence, pp. S189-90.

CHAPTER 12

HEALTH SERVICES IN HOMELAND CENTRES

Introduction

12.1 The Committee heard a great deal of qualitative evidence that the health of Aboriginal people in homeland centres is superior to that of Aboriginal people in the major communities. A number of reasons were given for the improved health situation of homelands people including the smallness of the communities which reduced the risk of infectious disease,¹ the superior diet of homelands people because of the availability of bush tucker² and the lack of access of homeland dwellers to alcohol and petrol for sniffing.³ However, there is little quantitative evidence which proves health to be better in homeland centres than in major Aboriginal communities and efforts to obtain such evidence were said to be 'fraught with difficulties of interpretation'.⁴

12.2 There is also evidence that the movement away from established health facilities has created greater health needs and increased the logistical problems of providing health care to homeland centres.⁵ The delay in receiving medical care may be crucial in emergencies such as accidents or severe infantile gastroenteritis. Even in less urgent cases there is potential for added health risk due to less accessible services.⁶

12.3 It must also be noted that the often poor standard of water quality and reticulation, housing, ablution facilities and sewage disposal in homeland centres can lead to significant health problems. An officer of the Department of Public Health in the Northern Territory told the Committee that water supplies and sanitation in many outstations and many of the major communities are grossly inadequate. This is the reason for many of the diseases which bring a disproportionate number of Aboriginal people to expensive secondary care, hospital care, and even more expensive tertiary care.⁷ The Committee was also informed that improvement in water supplies and facilities such as reticulated water and warm showers is a priority in homeland centres. This would improve hygiene and would greatly assist in the control of a variety of illnesses including trachoma, scabies and gastroenteritis.⁸

12.4 The Committee recommends that:

- . to improve the health status of people living in homeland centres improvements in environmental health conditions in the communities, such as provision of adequate quantities of good quality water, reticulation, and the provision of ablution and sewage disposal facilities are urgently required.

12.5 According to the Department of Aboriginal Affairs, health conditions which require continual attention in homeland centres are trachoma, respiratory, eye, ear, gastric and skin infections, diabetes, renal disease, leprosy, malnutrition, petrol sniffing, trauma and alcoholism in the non 'dry' areas.⁹ Representatives of the Northern Territory Department of Health also indicated concern about the excessive consumption of kava in some Arnhem Land communities and the mixing of the consumption of kava with the consumption of alcohol.¹⁰ So, while Aboriginal people may have been able to improve their health status by

moving to homeland centres they have also exposed themselves to great health risks. The purpose of health services in homeland communities should be to minimise those risks by providing a service which meets the needs of the community.

Health service provision to homeland centres

12.6 At the Commonwealth level the Department of Aboriginal Affairs has the responsibility for the funding and administration of programs relating to Aboriginal health. However, health is generally the responsibility of State and Territory governments. The Commonwealth Department of Health has a policy advisory role in regard to Aboriginal health matters. The Australian Institute of Health (AIH), which is within the Commonwealth Department of Health, assists the Department of Aboriginal Affairs by defining and advising on collection and analysis of relevant statistics, and advising on policy implications of research findings on Aboriginal health. AIH also administers project grants including Aboriginal health research projects.

12.7 Five Commonwealth funded Aboriginal health services provide health care to Aboriginal homeland centres in the Northern Territory, Western Australia and South Australia. These Services are:

- . the Pitjantjatjarra Homelands Health Service in north west of South Australia;
- . the Pintubi Homelands Health Service based at Kintore in the N.T.;
- . the Nyanampa Health Service in the north of South Australia;
- . the Urapuntja Health Service at Utopia station in the south of the N.T.; and
- . the Nomads Health Service at Strelley, inland from Port Hedland, W.A.

The Yalata/Maralinga Health Service at Yalata and in the area to the north of Yalata in the Great Victoria Desert area of South Australia, the Ngaanyatjarra Health Service in the Warakurna area of W.A., the Uluru/Imanpa Health Service in the Ayers Rock area and the Halls Creek Aboriginal Medical Services in the north of Western Australia are currently being established and will provide health services to homeland centres.¹¹

12.8 There are considerable variations in the services provided by the homeland centre Health Services. The Urapuntja Health Service provides a range of curative and preventive services to the communities. Elsewhere, services may provide basic health care through employment of a health worker treating minor ailments and referring, or arranging, transport to medical professionals for more serious conditions. Medical professionals also make periodic visits to outstations. Four main service roles can be seen:

- (a) Introduction of professional services, especially doctors, to communities which previously lacked them;
- (b) Provision of a continuing primary health care service where people live;
- (c) Co-ordination and provision of comprehensive health services - curative, preventive, promotive, support and referral;
- (d) Co-ordination with health-related programs such as water, sewerage, food, waste disposal etc.¹²

12.9 The approach of the Northern Territory Department of Health to the provision of health services to homeland centres emphasises assisting the communities to meet simple health needs and providing programs aimed at prevention and control of

communicable diseases. For more sophisticated health services homeland centres still need to maintain contact with the main centre.¹³ The Department of Health accepts the W.H.O. concept of primary health care as the basis for its provision of health care to homeland centres. Primary health care involves self-reliance and community involvement. It includes public health, the provision of adequate water, food supplies, and sanitation¹⁴ (See Appendix 12 for WHO Definition of Primary Health Care).

12.10 In Western Australia the level of health service provided to each outstation community is the subject of consultation between the community and the Western Australian Health Department.¹⁵ Generally outstations are serviced by visiting nursing staff with support from resident Aboriginal health workers. These positions are largely funded by DAA. The Flying Doctor Service undertakes emergency evacuations where a suitable close airstrip is available.¹⁶ The Western Australian Government acknowledged that the level of health service available to outstations must be expected to be less than that available in the larger communities.¹⁷

Health staffing in homeland centres

12.11 The most important area of the health provision for homeland centres is the employment in the communities of Aboriginal health workers to provide basic health care. During the early 1970s when the homelands movement gained momentum it became clear that it would not be possible, nor necessarily desirable, to provide Western-type health staff to fully service homeland centres. A health worker training program was then initiated. The plan was to provide one male and one female trained Aboriginal health worker to small communities. In an approach similar to that of Aboriginal assistant teachers, Aboriginal health workers were to be trained to provide primary health care. This is still the basis of the existing Aboriginal health worker program.

12.12 In the Northern Territory a series of basic skills are taught at the various health worker training centres in Alice Springs, Katherine and Gove and on site by either resident community health nurses and resident doctors or visiting doctors. On completion of training and final assessment a basic skill certificate is issued which enables them to apply for registration with the Health Workers Board.

12.13 In addition to the basic skill certificate there are a series of post-basic modules. For instance, if a particular health worker shows an interest in dentistry he can do a module which enables him to specialise in dental matters and to provide a basic dental service to his community.¹⁸

12.14 There is a structural promotional ladder for health workers from grade 1 to 3, although there is a proposal being considered to upgrade the structure.¹⁹ The Aboriginal health workers use a 'health workers' book which specifies a series of health skills which they have been taught in training.²⁰

12.15 The Department of Aboriginal Affairs informed the Committee that there are some difficulties with education for health workers because there is relatively little contact between some health workers and health professionals. There are difficulties in arranging meetings for health workers for education purposes for any length of time. Aboriginal health workers are also reluctant to attend formal AHW courses in Alice Springs provided by the Northern Territory Department of Health.²¹

12.16 As the principle method of providing primary health care to homeland centres will be by resident Aboriginal health workers, more attention needs to be paid to their training. There are indications that the number of Aboriginal health workers being trained has not kept up with the number of homeland centres being developed. The Committee sees an urgent need to rapidly

expand the training of Aboriginal health workers so at least a basic health care can be provided to homeland centres. The Committee recommends that:

- . training programs for Aboriginal health workers resident in homeland centres be expanded so that a basic health care service can be provided to all homeland communities.

12.17 As far as non-Aboriginal staff are concerned there have been continuing problems in recruiting suitable and adequate numbers of staff. The isolation of the areas serviced by Health Services has meant continuing difficulties in attracting and maintaining health professionals. An added problem is the distances between most of the communities forcing medical staff to spend a considerable amount of time in travelling.²²

12.18 The Department of Aboriginal Affairs is particularly concerned about the education of staff in pre-service orientation, on-the-job support and assistance, education for job skills and social competence in cross-cultural situations. The Department believes that such needs may best be met by the provision of skilled educators in the resource centres or in the communities. Accountability requirements also pose real difficulties for Health Services in remote areas where there is generally a shortage of skilled administrators. Although the Department of Aboriginal Affairs has simplified its procedures by introducing block grants, the requirement to detail all expenditure remains.

12.19 The Committee recognises the problems that exist in recruiting suitable professional staff to work in isolated areas. However, in order to improve the health service provided to homeland centres, more staff are needed. Appropriate induction and on-the-job training programs are also needed for such staff.

The Committee recommends that:

- . greater effort be made to train and recruit suitable professional staff to areas servicing homeland centres; and
- . appropriate induction and on-the-job training programs be developed for professional staff servicing homeland areas.

Health education

12.20 Health programs in order to be successful need considerable client co-operation with health workers, knowledge and some conception of health hazards as preventive techniques are necessary to combat some diseases.

12.21 In order to improve attitudes towards basic hygiene without being too intrusive, the Northern Territory Department of Health uses the trained Aboriginal health worker as the main conduit to improve knowledge about basic hygiene in the communities.²³ The provision of this knowledge is an important element of the work of Aboriginal Health Workers.

Traditional medicine

12.22 Traditional healers, or nangkaris, and traditional midwives have been employed in outstation Health Services as health workers. The Northern Territory Health Department supports the traditional style of medicine and considers it as complementary to other health services.²⁴

12.23 Many traditionally-oriented Aboriginals may seek treatment by an Aboriginal practitioner, male or female, particularly if an illness is considered to be chronic or

serious, or if it does not appear to respond to Western medical treatment. The traditional healer is believed to have the power to remove the cause of illness which has resulted from actions of sorcerers and spirits. The Aboriginal healer has often a powerful and usually beneficial psychological effect on the patient. It is important that the role of traditional healers and medicine be recognised and incorporated into the health services provided to homeland centres.

Aboriginal involvement

12.24 The establishment of Health Services can involve complex and hierarchical arrangements with a substantial number of non-Aboriginals nominally under the control and direction of small communities which are dispersed over a large area. A Health Service requires substantial infrastructure support in the form of housing, facilities, transport, aircraft, maintenance supplies, radio etc. This can clash with the desire of Aboriginal people to create a more manageable and culturally appropriate lifestyle by moving to homeland centres. An example of this potential clash arose when the Ngaanyatjarra Health Service was established. Although the Ngaanyatjarra communities expressed a strong desire for a health service and its control, they were reluctant to locate non-Aboriginal staff and related facilities in their communities.²⁵ The Committee's emphasis on primary health care for homeland communities and the concentration on the role of Aboriginal Health Workers should ensure that health services available to homeland communities are not overly intrusive. Inevitably, more sophisticated health services will bring intrusion and homeland communities will need to be closely consulted about arrangements for the provision of more sophisticated services.

Data collection

12.25 There is a need to document the results of the provision of health services in the homeland centres. The data which now exists is very limited and of a basic kind, inadequate for answering questions about the effectiveness of services. Information concerning changes to health status is not presently available. Other health-related data such as improvement in water supplies, improvement in general living conditions, is again not available.

12.26 The Department of Aboriginal Affairs suggested that one 'approach might be to improve the client data collection of Health Services and to complement these with sample health surveys conducted by a permanent survey resource or by individuals commissioned for the purpose'.²⁶ The Committee recognises the obvious value of an improvement in data collection although this should not be seen as a necessity prior to the implementation of other recommendations in this chapter to improve the health status of homelands people. The major purpose of a more adequate collection of health statistics will be to monitor the effects of implementation of health improvement programs.

12.27 The Committee recommends that:

- the Department of Aboriginal Affairs, in consultation with State and Northern Territory Departments of Health and Aboriginal Health Services, develop an improved health data collection system including data on the health status of homeland dwellers.

ENDNOTES

- 1 Transcript of Evidence, p.532.
- 2 Transcript of Evidence, p. S767.
- 3 Transcript of Evidence, p. 972.
- 4 Transcript of Evidence, p. 532.
- 5 Transcript of Evidence, pp. S637 and S767.
- 6 Transcript of Evidence, p. S637.
- 7 Transcript of Evidence, pp. 542-43.
- 8 Transcript of Evidence, pp. 135 and S347.
- 9 Transcript of Evidence, p. S348.
- 10 Transcript of Evidence, pp. 547-58.
- 11 Transcript of Evidence, p. S337.
- 12 Transcript of Evidence, pp. S345.
- 13 Transcript of Evidence, p. S767.
- 14 Transcript of Evidence, p. 542.
- 15 Transcript of Evidence, p. S553.
- 16 Transcript of Evidence, p. S1682.
- 17 Transcript of Evidence, p. S553.
- 18 Transcript of Evidence, pp. 533-34.
- 19 Transcript of Evidence, p. 535.
- 20 Transcript of Evidence, p. 534.
- 21 Transcript of Evidence, p. S342.
- 22 Transcript of Evidence, p. S341.
- 23 Transcript of Evidence, p. 276.
- 24 Transcript of Evidence, p. 541.
- 25 Transcript of Evidence, pp. S369.
- 26 Transcript of Evidence, pp. S369-70.

CHAPTER 13

CONCLUSION

13.1 This report has described the movement of Aboriginal people to homeland centres in the last 15 years and indicated the future policy directions which should be adopted in relation to the movement. The Committee considers that the homelands movement has enormous significance in Aboriginal affairs and in this concluding chapter will highlight those significant features.

13.2 The homelands movement has been very much an Aboriginal initiative, distinguishing it from many other residential situations of Aboriginal people which have been the result of direct or indirect government influence. In particular, the movement to homeland centres indicates an enormous dissatisfaction with life in the former settlements, reserves and missions into which Aboriginal people were encouraged to move from early in the twentieth century until the mid-1960s. These artificially established 'communities' created social and cultural problems for their Aboriginal residents, problems which Aboriginal people have sought to overcome by moving to homeland centres. It is a clear statement by the Aboriginal people involved of the sort of future they wish for themselves and their children, a future on land to which they have spiritual and economic ties and a future over which they have much greater control.

13.3 Given the nature of the movement as very much an Aboriginal initiative, significant questions are raised about what the role of government should be in relation to the movement. To date governments have tended to limit their role in relation to homeland centres and provide them with only the most basic of facilities and services. The adoption of this limited role has reflected a range of different views about the homelands movement including its traditional nature and hence a desire not to replicate the problems of the larger communities, the desire of people involved in the movement to be relatively autonomous of government, the expense of providing facilities and services to homeland centres and the allocation of greater priority to the needs of people remaining in the central communities.

13.4 At times it appears that government rhetoric about the traditional nature and independent position of homeland communities has been used as a pretext for not providing assistance to homeland communities when the real concerns have been with the cost of funding the movement and the current priorities which governments have in Aboriginal affairs. The Committee has found that the provision of a reasonable range of facilities and services to homeland communities should not be seen as incompatible with the traditional nature and autonomy of the movement. It is a matter of ensuring that facilities and services provided to homeland communities are appropriate to their needs, do not impinge in an intrusive way on the sort of lifestyle homelands people desire, and are provided in close consultation with homeland communities and their associated outstation resource organisations.

13.5 The Committee's recommendations have given emphasis to these factors in the provision of facilities and services to homeland communities. In terms of facilities and services the Committee has indicated that priority should be given to securing land tenure for those homeland communities without tenure, to improving the environmental health conditions of homeland centres

by the provision of adequate quantities of good quality water, housing and shelter, ablution facilities and sewage disposal systems, and to ensuring that adequate education and health services are available to homeland communities. This will inevitably mean the allocation of greater resources by both Commonwealth and State and Northern Territory governments.

13.6 While the Committee has emphasised the provision of an adequate standard of facilities and services to homeland centres, clearly there will be limits on the circumstances under which such facilities and services can be provided. For example, if water is not available at a site which is the first choice of a homelands group and great expense would be involved in making it available at that site, some compromise will need to be made by the group about their choice of location. It was evident to the Committee from discussions with homeland groups and from evidence from expert witnesses, that homelands people were prepared to make compromises. However, the other side of this is the preparedness of government to spell out clearly to homeland groups the parameters within which they will provide assistance to the homelands movement. They must present homelands people with realistic options from which they can make choices about their future. In essence the Committee is saying that both governments and homeland groups must be prepared to make compromises to ensure that the homelands movement has a strong future.

13.7 Another significant feature of the homelands movement is the substantial population shift that has occurred from the major communities to homeland areas. To date governments have not considered fully the implications of this shift of population for their funding priorities and programs. There is still a strong tendency to regard the major communities as the priority area of funding even though in some cases the movement of population has left them as little more than resource centres for a number of homeland communities and even though many Aboriginal people have

expressed their extreme dissatisfaction with these communities by moving to homeland centres. There is an urgent need for governments to comprehend the priorities which Aboriginal people themselves are demonstrating, and assess whether there is a need for a redirection of their priorities for the funding of major communities and homeland centres. There is also a need to assess the long term interaction between major communities and homeland centres. It may well be that homeland centres form more natural and durable communities in the longer term than the artificially created major communities which may tend to become resource centres for homeland communities.

13.8 The final significant feature of the homelands movement is the opportunity it presents for homelands people to achieve a greater degree of economic independence and self-reliance than was available to people in the major communities. The keys to this change are the use of an extensive land base that is available to homeland communities and the degree of autonomy that homelands people have been able to achieve. The extensive land base has enabled homeland communities to tap traditional subsistence resources and engage in a range of possible projects as contributions to their economic well-being. The Committee has given emphasis in the report to measures which will reinforce these economic prospects as a means of increasing the self-reliance of homeland communities. Above all the autonomy of homeland communities, which places them in a position to make decisions about their future economic situation, has provided the opportunity to homeland communities to assert a substantial degree of economic independence. The Committee considers that this central feature of the homelands movement should be recognised and supported.

13.9 In conclusion the homelands movement is about Aboriginal people having identified what they want for their future and proceeding in a spontaneous way to achieve it. It is not a case of a government manipulated or created movement. But

it is now up to governments to respond to the evident desires of Aboriginal people by providing appropriate, sensitive support to the movement without threatening its spontaneity and creativity.

March 1987

ALLEN BLANCHARD
Chairman



APPENDIX 1

LIST OF ORGANISATIONS AND INDIVIDUALS WHO MADE SUBMISSIONS

Dr J. Altman
Aboriginal Arts Board
Aboriginal Development Commission
Aboriginal Housing Board of South Australia Inc.
Mr W. Arthur
Ms W. Baarda
Ms D. Barber and Ms G. Magyer
Dr A.P. Borsboom
Central Land Council
Commonwealth Schools Commission
Commonwealth Department of Aboriginal Affairs
Commonwealth Department for Community Services
Commonwealth Department of Education
Commonwealth Department of Employment and Industrial Relations
Commonwealth Department of Health
Commonwealth Department of Housing and Construction
Commonwealth Department of Social Security
Mr A. Crocker
Rev. J. Downing A.M.
Mr B. Ede M.L.A.
Financial Advisory Consulting and Training Services Pty Ltd
Mr J. Hulcombe
Kimberley Land Council Inc.
Mr C. Loorham
Mr D.W. McLeod
Marra Worra Worra Aboriginal Corporation

National Aboriginal Education Committee

Mr L. Nayda

Ngaanyatjarra Council Inc.

Nomads Charitable and Educational Foundation

Northern Land Council

Northern Territory Government

Mr P.W. Parker

Mrs E. Pearce

Pitjantjarjara Council

Punmu Community

Mr R. Shelley

Dr A. Skertchly

South Australian Aboriginal Child Care Agency

South Australian Government

Wanang Ngari Aboriginal Corporation

Western Australian Government

Western Desert Land Council

Dr E.A. Young

LIST OF WITNESSES

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Arnapipe Aboriginal Corporation

TURNER, Mr S.	Chairman, Arnapipe Aboriginal Corporation, Alice Springs, N.T.
---------------	--

Central Land Council

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Central Land Council, Alice
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MARTIN, Mr W.J. Area Officer (Eastern), Department
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MILLER, Mr W.E. Assistant Secretary, Community Development and Support Branch, Department of Aboriginal Affairs, Phillip, A.C.T.

O'ROURKE, Mr D.J. First Assistant Secretary, Department of Aboriginal Affairs, Phillip, A.C.T.

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Commonwealth Department of Employment and Industrial Relations

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Department of Employment and
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Commonwealth Department of Housing and Construction

HARMER, Dr J.A. Assistant Secretary, Public Housing
Branch, Department of Housing and
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Financial Advisory Consulting and Training Services Pty Ltd

BARKER, Mr G.C. Projects Division Head, Financial
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MADDEN, Dr R.	Under-Treasurer, Northern Territory Treasury, Darwin, N.T.
MUNRO, Mr G.L.	Policy Adviser, Northern Territory Department of Community Development, Darwin, N.T.
PINNEY, Mr J.M.	Deputy Secretary, Northern Territory Department of Lands, Darwin, N.T.
QUINN, Dr J.V.	Acting Secretary, Northern Territory Department of Health, Darwin, N.T.
SCOTT, Mr A.K.	Secretary, Northern Territory Department of Community Development, Darwin, N.T.
SIEW-WENG FONG, Mr M.	Director, Planning and Co-ordination, Northern Territory Department of Education, Darwin, N.T.
SPRING, Mr G.J.	Secretary, Northern Territory Department of Education, Darwin, N.T.
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 Pitjantjatjara Council	
ALLMARK, Mr R.	Staff Member, Pitjantjatjara Council, Alice Springs, N.T.
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LAST, Mr M.W.	Senior Adviser, Pitjantjatjara Council, Alice Springs, N.T.
LESTER, Mr Y.	Chairman, Pitjantjatjara Council, Alice Springs, N.T.
RAINOW, Mr S.	Consultant Ngaanyatjarra Health Council, Alice Springs, N.T.

WILLIS, Mr J.	Anthropologist, Pitjantjatjara Council, Alice Springs, N.T.
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South Australian Government

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BUTLER, Mr W.B. State Chairman, South Australian
Housing Board, Adelaide, S.A.

HAMPTON, Mr T. Director of Training, South
Australian Housing Board, Adelaide,
S.A.

NETTLETON, Mr S.E. Director, South Australian Housing
Board, Adelaide, S.A.

SUNDEBERG, Ms J. Project Officer, South Australian
Housing Board, Adelaide, S.A.

Thangkenhareng Aboriginal Corporation

THOMPSON, Mr T. Committee Member, Thangkenhareng
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Uniting Church Aboriginal Resource and Development Services

DOWNING, The Rev. J.H. Co-ordinator of Community
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Aboriginal Resource and Development
Services, Darwin, N.T.

Western Australian Government

LUNDBERG, Mrs S. Commissioner, Aboriginal Affairs
Planning Authority, Perth, W.A.

Werre-There Aboriginal Corporation

MCCORMACK, Mr S. Committee Member, Werre-There
Aboriginal Corporation, Alice
Springs, N.T.

LIST OF EXHIBITS

INDEX

- 1 Department of Aboriginal Affairs
Department of Aboriginal Affairs Departmental Guidelines.
- 2 Dr S. Cane and Dr. O. Stanley
S. Cane and O. Stanley, Land Use and Resources in Desert Homelands, Australian National University, North Australia Research Unit, Monograph, Darwin, 1985.
- 3 Department of Housing and Construction
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- 4 Pitjantjatjara Council
P. Toyne and D. Vachon, Growing up the Country : The Pitjantjatjara struggle for their land, Penguin Books, Melbourne, 1984.
- 5 Financial Advisory Consulting and Training Services Pty Ltd
ABC interviews with Mr Charles Cuff, Head, Pastoral Division, FACTS, at Robinson River - February 1986.
- 6 Northern Territory Department of Health
Extract on primary health care from WHO and UNICEF, Primary Health Care, Report of the International Conference on Primary Health Care, WHO, Geneva, 1978.
- 7 Northern Territory Government
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9 Northern Territory Government

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10 Feppi (N.T. Aboriginal Education Consultative Committee)

Photographs.

11 Feppi (N.T. Aboriginal Education Consultative Committee)

Document "Team Teaching in Aboriginal Schools/Outstations" - Workshop at Yirrakala, N.T., 17-19 June 1986.

12 B. Foran and B. Walker

B. Foran and B. Walker (eds.), Science and Technology for Aboriginal Development, CSIRO Division of Wildlife and Rangelands Research, Project Report No. 3, Melbourne, 1986.

13 South Australian Department of Technical and Further Education

Community Management Training Conference, 2-5 June 1986.

14 South Australian Department of Technical and Further Education

School of Aboriginal Education, Annual Report 1986, North West Region.

15 South Australian Department of Technical and Further Education

School of Aboriginal Education, Third Term Report - 1986, North West Region.

16 South Australian Department of Technical and Further
Education

Report on Literacy Workshop for Police Aides and
Supervisors, Amata - 2 December 1986.

CONFIDENTIAL EXHIBIT

INDEX

1 Mr A. Tegg

Letter from Mr Tegg, dated 16 April 1986.

APPENDIX 4

LIST OF COMMUNITIES AND HOMELAND CENTRES VISITED

Central Reserves, Northern Territory and Western Australia

Docker River	28-29.10.1985
Puta Puta Outstation	28.10.1985
Warakurna	29.10.1985
Wanarn	29.10.1985
Warburton	30.10.1985
Jamieson	30.10.1985
Blackstone	30.10.1985
Wingellina	31.10.1985

Central Region, Northern Territory

Hermannsburg	25.2.1986
Waterhouse Outstation	25.2.1986
Eight Mile Outstation	25.2.1986
Gilbert Springs Outstation area	25.2.1986
Ilkarilalama Outstation	25.2.1986
Ipolera	25.2.1986
16 Mile Stock Reserve	26.2.1986
McGrath Dam	26.2.1986

Arnhem Land, Northern Territory

Yirrkala Homeland Centres	
Dhalinbuy	4.8.1986

Garrthalala	4.8.1986
Wandawuy	4.8.1986
Biranybirany	4.8.1986
Baniyala	5.8.1986
Gan Gan	5.8.1986
Shady Beach (near Yirrkala)	5.8.1986
Maningrida and homeland centres	6.8.1986
Jimarda	6.8.1986
Mumeka (Momega)	6.8.1986
Marrkolidban	6.8.1986

Pitjantjatjara homelands, South Australia

Kalka	31.10.1985
Pipalyatjara	31.10.1985
Indulkana	21.4.1986
Mimili	21.4.1986
Paramita	21.4.1986
Tita Bore	21.4.1986
Mulga Bore	21.4.1986
Fregon	22.4.1986
Turkey Bore	22.4.1986
Kenmore Park	22.4.1986
Ernabella	
Wintu Wintu	23.4.1986
Katjikatjitjara	23.4.1986
New Well	23.4.1986
Amata	24.4.1986
Manyirkangkana (No.12)	24.4.1986
Yurangka	24.4.1986
No.25	24.4.1986
No.16	24.4.1986

Kimberley, Western Australia

Turkey Creek	21.7.1986
Bow River	21.7.1986
Balgo	22.7.1986
Yagga Yagga Outstation	22.7.1986
Halls Creek Area	
Chinaman's Garden (Yarrunga)	22.7.1986
Wangu Outstation (Flora Valley Station)	22.7.1986
Fitzroy Crossing	
Ngumpan Outstation	23.7.1986
Yiyili	23.7.1986
Derby	24.7.1986
Imintji	25.7.1986

Queensland

Aurukun	8.9.1986
Aayk	8.9.1986
Ti Tree	8.9.1986
Weipa	9.9.1986
Mapoon	9.9.1986
Mornington Island	10.9.1986
Bentinck Island	10.9.1986
Nicholson River Area	10.9.1986
Dry Creek	10.9.1986
Nadjaburra	10.9.1986
Doomadgee	11.9.1986
Old Doomadgee	10.9.1986

APPENDIX 5

HOMELAND CENTRE COMMUNITIES

Name	Population	Land Tenure
NORTHERN TERRITORY(a)		
<u>Alice Springs Region</u>		
Alkpie	10	Aborig. land
Alkngarrintja (Ilkilalama No.2)	20	Aborig. land
Amputjuta	6	Aborig. land
Antarringinya	0	Aborig. land
Arkankaputa	25	Aborig. land
Atikirra (Three Bores)	40	Aborig. land
Autilly	20	Aborig. land
Blackwater	15	Aborig. land
Boundary Bore (Aniltjiy)	80	Aborig. land
Bulla's Camp	9	Aborig. land
Derwent Bore (Town Bore)	18	Aborig. land
Emu Bore	30	Aborig. land
Erombantaka (Eight Mile)	34	Aborig. land
Five Mile	9	Aborig. land
Gilbert Springs (Ltalaltuma)	11	Aborig. land
Granites (Mt Yarripirri)	0	Aborig. land
Ililli	15	Aborig. land
Ilkarilalama	14	Aborig. land
Illipuny (Don's Bore)	8	Aborig. land
Ilpilly	0	Aborig. land
Iningarra	0	Aborig. land

Name	Population	Land Tenure
Ininti (Red Bank Bore)	8	Aborig. land
Injirramurri	10	Aborig. land
Intjirra (Five Mile)	17	Aborig. land
Inya Panti (Inyipanti)	13	Aborig. land
Inyilingi	12	Aborig. land
Ipolera	9	Aborig. land
Irkini	0	Aborig. land
Irrimatitja (Tjinki, Tractor Bore)	4	Aborig. land
Irrultja	66	Aborig. land
Kaporilya Springs	29	Aborig. land
Karu Kali	4	Aborig. land
Kilili (Blood Bore)	0	Aborig. land
Kirkatingara	10	Aborig. land
Kulpitara	7	Aborig. land
Kunapula	15	Aborig. land
Kungkayunti (Browns Bore)	50	Aborig. land
Kunoths	6	Aborig. land
Kurkutjara	0	Aborig. land
Kurrajong Bore (Ngkulaya)	50	Aborig. land
Kwala	0	Aborig. land
Kwatjinmara	30	Aborig. land
Labrapuntja	0	Aborig. land
Little Puta Puta	5	Aborig. land
Ltira	8	Aborig. land
Lyiltjera	22	Aborig. land
Lyilyalanama	10	Aborig. land
Mbakuputa (Old Station)	11	Aborig. land
Mbalkanaka (Salt Hole)	0	Aborig. land
Morris Gap	0	Aborig. land
Motna's Camp	9	Aborig. land

Name	Population	Land Tenure
Mt Liebig (Anturgunu)	90	Aborig. land
Mt. Theo (Wanayaka)	20	Aborig. land
New Bore	14	Aborig. land
New Eight Mile	30	Aborig. land
Ngalikirlangu	18	Aborig. land
Ngangurr	13	Aborig. land
Nguman (Neunman)	5	Aborig. land
Ngwalalanima	78	Aborig. land
Nyirripi (Waite Creek)	124	Aborig. land
Petalu (Petjalu)	15	Aborig. land
Philipson Bore	1	Aborig. land
Pinpiarnga (Desert Bore)	14	Aborig. land
Punritjanta (Blood's Range)	3	Aborig. land
Putu Puta	14	Aborig. land
Puyurru	20	Aborig. land
Red Sand Hill	31	Aborig. land
Rodna	0	Aborig. land
Soakage Bore (Atnarara)	60	Aborig. land
Soapy Bore Iyngiynyala/arrawarra)	50	Aborig. land
Tjamangkura	16	Aborig. land
Tjamangkura (New Camp)	8	Aborig. land
Tjupungu	10	Aborig. land
Tjunti (Lassiter's Cove)	7	Aborig. land
Tjuntinanta (Kikunkurra)	35	Aborig. land
Tnuwurta	20	Aborig. land
Tnyimipirta	15	Aborig. land
Top Rock Hole	0	Aborig. land
Ukatjupu	0	Aborig. land
Ullumbra	0	Aborig. land
Ulumbarru	0	Aborig. land

Name	Population	Land Tenure
Undandita	0	Aborig. land
Undarana	24	Aborig. land
Upunu	10	Aborig. land
Utopia Homestead (Angkarripa)	61	Aborig. land
Wakalba	22	Aborig. land
Walka	0	Aborig. land
Walytjatjata	25	Aborig. land
Wangkari	15	Aborig. land
Warren Creek	21	Aborig. land
Warumpi (Three Miles)	25	Aborig. land
Wayililinyapa (Ngana)	16	Aborig. land
West Water House No.1	15	Aborig. land
West Water House No.2	0	Aborig. land
Wongajanu (Yampiri)	18	Aborig. land
Yai Yai	0	Aborig. land
Yajalu	0	Aborig. land
Yaripilangu	15	Aborig. land
Yatemans Bore (Irriandi)	12	Aborig. land
Yinyiripalangu (Ethel Creek)	0	Aborig. land
Yualtji (Mt. David Bore)	27	Aborig. land

Barkly (Tennant Creek Region)

Bajaminyi	10	(b)
Canteen Creek (Orwaitilla)	70	Sub. to claim
Indaraningya	20	Aborig. land
Jarra Jarra	20	Sub. to claim
Kangaroo Is. (Looganwarra)	15	Aborig. land
Kunayungku	75	Sub. to claim
Miyikampi	0	Sub. to claim

Name	Population	Land Tenure
Munyalini (Campbell Springs)	28	Aborig. land
Nuradigee	50	Sub. to claim
Pawarinji	5	Sub. to claim
Pingala	8	-
Police Lagoon (Wandangula)	34	Aborig. land
Pujana	30	-
Siegal Creek	30	Aborig. land
South West Is. (Wathanka)	4	Aborig. land
Tjungouri (Ryan's Bend)	24	Aborig. land
Undawarra	0	Aborig. land
Vanderlin Island	8	Aborig. land
Wada Wadalla (Blackfellow Crossing)	15	Aborig. land
West Island	17	Aborig. land
Yankirrakalong	5	-

Darwin Region

Alamirr	3	Aborig. land
Alderson Stn (Jim Jim Ranger Stn)	12	Aborig. land
Amadjibalk	18	Aborig. land
Amiyangul	0	Aborig. land
Andarabaikarda	0	Aborig. land
Angababirrayi	5	Aborig. land
Anjumu	0	Aborig. land
Araru Point	13	Aborig. land
Aria	15	Aborig. land
Barnamarrakkakanora	15	Aborig. land
Barriidjowgen	10	Aborig. land
Berraiya (Berraja)	17	Aborig. land
Binjowe	0	Aborig. land

Name	Population	Land Tenure
Birriba	0	Aborig. land
Borlk&djam (Bulkdjam)	15	Aborig. land
Botkarri (Botgardi)	0	Aborig. land
Bulgul	6	Aborig. land
Bulkine	0	Aborig. land
Buluhkaduru (Bulagaduru)	27	Aborig. Land
Bunbawa	0	-
Cannon Hill	38	Aborig. land
Cooinda (Jim Jim)	3	Aborig. land
Coombe Pt.	0	-
Dam Dam	3	Aborig. land
Danger Point (Gulgul)	7	Aborig. land
Deaf Adder	10	Aborig. land
Dithi (Ditchi)	3	Aborig. land
Djebenna	23	Aborig. land
Djimalawa	15	Aborig. land
East Alligator (Mel)	3	Aborig. land
Gadji	28	-
Gamardi (Gamedi)	12	Aborig. land
Gamargawan	16	Aborig. land
Garlarram	0	Aborig. land
Garrabu	0	Aborig. land
Gochin Jiny Jirra (Cadell Gunardpa)	47	Aborig. land
Golongdjuri	0	Aborig. Land
Gorrong Gorrong	10	Aborig. land
Gubarngbarngku (Ngalaberberr)	10	Aborig. land
Guborlomdrom (East Gumardeer)	14	Aborig. land
Gubumi (Kubumi)	27	Aborig. land
Gudjerbinj	8	Aborig. land
Gugodbabuldi	6	Aborig. land

Name	Population	Land Tenure
Gumadeer	0	Aborig. land
Gumarrinbang (Gumarinbarn)	60	Aborig. land
Gupanga (Kopunga)	35	Aborig. land
Gurrgurr (Table Hill)	5	Aborig. land
Guwitji	0	Aborig. land
Guyun	0	Aborig. land
Illiaru (Weira Nth. Goulburn)	10	Aborig. land
Injalatparri	45	Aborig. land
Inngirnatj	18	Aborig. land
Ji-Balbal	13	Aborig. land
Jim Jim Creek	0	Aborig. Land
Jimarda (Djimarda)	60	Aborig. land
Juda Point (Njudda)	5	Aborig. land
Kalaharjarluk	0	Aborig. land
Kerrkkakanarrbeyena	21	Aborig. land
Korlobirrahda	17	Aborig. land
Kumarrinban	12	Aborig. land
Kungaraman	0	Aborig. land
Kurkuwuni	0	Aborig. land
Kutchill	0	Aborig. land
Lalagijirra	0	Aborig. land
Malabunawa	0	Aborig. land
Mamadawerre	10	Aborig. land
Mamanatjarra	0	Aborig. land
Mandalbareng	14	Aborig. land
Mandilbareng	36	Aborig. land
Mangalod	0	Aborig. land
Mangardubu (Coopers Creek)	22	Aborig. land
Manmoyi (Manmoi)	50	Aborig. land
Marburinj	6	Aborig. land

Name	Population	Land Tenure
Marlwon	6	Aborig. land
Marrenunggu	0	-
Marrkolidban	41	Aborig. land
Maryngar	7	Aborig. land
McCullum Creek	0	Sub. to claim
Metang	0	-
Mewirnbi	7	Aborig. land
Mikinj (Mikinj Valley)	16	Aborig. land
Molgawo	18	Aborig. land
Moortjirrl	0	Aborig. land
Murganarra	0	Aborig. land
Mumeka (Mormega)	42	Aborig. land
Mungimamun	12	Kenbi land claim
Mungulgan	10	Aborig. land
Murganella (Mungulgan)	9	Aborig. land
Nakawandjarra (Navy Landing)	0	Aborig. land
Nakkalamndjarda (Rocky Point)	0	-
Naleberrberr	18	Aborig. land
Namagardabu	18	Aborig. land
Namagarrarbu	20	Aborig. land
Namarringkarrayi	11	Aborig. land
Nangak	9	Aborig. land
Nangu (Point Pearce)	4	Aborig. land
Naraarumba (Nakalrranba)	11	Aborig. land
Narbalek	37	Aborig. land
Nardidi	18	Aborig. land
Nawalipirr	0	Aborig. land
Ngarra	0	Aborig. land
North Goulburn	7	Aborig. land

Name	Population	Land Tenure
Nourlangie	17	Aborig. land
Papangala	0	Aborig. land
Paradale (Mulchill)	0	Aborig. land
Paru	19	Aborig. land
Patjurapura (Rocky Point)	3	Aborig. land
Patonga (Murdujul)	25	Aborig. land
Rangku	16	Aborig. land
Redcliff (Yeddairt)	0	Aborig. land
Reef Point (Gumargi)	15	Aborig. land
Rikurrigi	25	Aborig. land
Sandy Bay	9	Aborig. land
Sandy Creek	0	Aborig. land
Spring Peak (Urgdurr)	10	Aborig. land
Table Hill	2	Aborig. land
Timor Springs	5	Aborig. land
Turacumbi	13	Aborig. land
Uluntj (Cape Don)	7	Aborig. land
Waidaboonor	15	Aborig. land
Walkaa (Barge Landing)	6	Aborig. land
Wamanari	0	Aborig. land
Wentek (Old Mission)	8	Aborig. land
Wigu	12	Aborig. land
Wilgi	3	Aborig. land
Wollman	0	Aborig. land
Woodykumpuldiya	12	Aborig. land
Wudapulli	3	Aborig. land
Wunyu Beach	0	Aborig. land
Wurdeja	18	Aborig. land
Yayminy	19	Aborig. land
Yilan	19	Aborig. land

Name	Population	Land Tenure
Yinangarndua (Inangarndua)	0	Aborig. land
<u>East Arnhem Region</u>		
Alharrgan (Cape Barrow)	0	Aborig. land
Alyingberrma (Alyingbarruma)	0	Aborig. land
Amalipil (Amlibil)	7	Aborig. land
Amaya	0	Aborig. land
Ambali (Wanda Wanda)	0	Aborig. land
Amenbunua (Dalumbu Bay)	0	Aborig. land
Amirraba	0	Aborig. land
Ampumantja	0	Aborig. land
Andanangki (Walker River)	51	Aborig. land
Angiladjuru Point	0	Aborig. land
Angurukurikba	0	Aborig. land
Arapul	0	Aborig. land
Balantjuwa	10	Aborig. land
Balingura	15	Aborig. land
Balma	36	Aborig. land
Bandanguwami (Cotton Island)	3	Aborig. land
Bandhula (Banthula)	35	Aborig. land
Baniyala	73	Aborig. land
Barrangur	0	Aborig. land
Barranyingur	18	Aborig. land
Barratjpi	0	Aborig. land
Barrkira (Gurrkuwuy No.2)	17	Aborig. land
Bawaka	22	Aborig. land
Bayagida (Rapuma Is. Galunguli)	32	Aborig. land
Baygurrjtji	31	Aborig. land
Birany Birany	30	Aborig. land

Name	Population	Land Tenure
Bodia	35	Aborig. land
Bukudal	17	Aborig. land
Bularriny	23	Aborig. land
Bundadharri	10	Aborig. land
Burrawuy	0	Aborig. land
Burrum (Bulakator)	10	Aborig. land
Buymar	0	Aborig. land
Darrangmurumanja (Marble Point)	21	Aborig. land
Dhalinybuy (Dhalingboy)	53	Aborig. land
Dhambaliya (Bremer Island)	16	Aborig. land
Dhamiyaka	24	Aborig. land
Dharri (Dharrni)	0	Aborig. land
Dhipirringura (Dipitji)	14	Aborig. land
Dholtji	23	Aborig. land
Dhungandha (Rhirranga)	25	Aborig. land
Dhupuwamirri	34	Aborig. land
Dhurputjpi	20	Aborig. land
Dhuwalkitji	0	Aborig. land
Djanyirrbirri	0	Aborig. land
Djarrakpi (Cape Shield)	13	Aborig. land
Djilpin	0	Aborig. land
Djirrkarri (Baymaga)	0	Aborig. land
Djurranalpi	28	Aborig. land
Donydji	29	Aborig. land
Edward Island	0	Aborig. land
Gadatha (Moorunga Is.)	0	Aborig. land
Gadji	7	Aborig. land
Galadjapin	30	Aborig. land
Galerri	15	Aborig. land
Galingur (Gali)	26	Aborig. land

Name	Population	Land Tenure
Galkubirri	0	Aborig. land
Galupa (Wardjuk)	27	Aborig. land
Galuru (East Woody)	14	Aborig. land
Gamurru Guyurru (Gamarragurra)	23	Aborig. land
Gan Gan	51	Aborig. land
Ganpurra	29	Aborig. land
Garmaklatjirrina (Moorunga Is.)	32	Aborig. land
Garrandngjur	0	Aborig. land
Garratha	23	Aborig. land
Garriyakngurr	10	Aborig. land
Garrthalala	31	Aborig. land
Gawa	12	Aborig. land
Gikal	13	Aborig. land
Gitan	24	Aborig. land
Goulrich (Rocking Point)	0	Aborig. land
Gulumarri (Gulmari)	21	Aborig. land
Gulurruy	10	Aborig. land
Gulurunga	15	Aborig. land
Gunyangara (Ski Beach)	72	Aborig. land
Gupulil	0	Aborig. land
Gurkawuy (Trial Bay)	17	Aborig. land
Gurrumuru	40	Aborig. land
Gurunda	18	Aborig. land
Guymarrowoy	0	Aborig. land
Langarra (Howard Island)	38	Aborig. land
Makmundja	0	Aborig. land
Malagayangu	0	Aborig. land
Malkala	35	Aborig. land
Malnyanganak	40	Aborig. land
Maparu	60	Aborig. land

Name	Population	Land Tenure
Marraya	10	Aborig. land
Martjanba (Marchinbar Island)	13	Aborig. land
Mata Mata	40	Aborig. land
Mawulyumanja (Thompson's Bay)	0	Aborig. land
Mayundji	20	Aborig. land
Minimy	0	Aborig. land
Mirikutja (Mamadaweri)	0	Aborig. land
Mirrnatja	37	Aborig. land
Miwul	14	Aborig. land
Miyankula	0	Aborig. land
Mulgurram	21	Aborig. land
Mundarrungmundja	0	Aborig. land
Naliyindi	24	Aborig. land
Nangalala	51	Aborig. land
Nanginyburra	18	Aborig. land
Nayawili	16	Aborig. land
Ngadumiyerrka (Little Paradise)	20	Aborig. land
Ngilipitji	17	Aborig. land
Nikawu (Nikawungyura)	20	Aborig. land
Raymangirr	48	Aborig. land
Rurruwuy (Rurru)	54	Aborig. land
Waldarr (Harris Creek)	12	Aborig. land
Wandawuy (Wulwulwuy)	47	Aborig. land
Warrantyin	18	Aborig. land
Wildharrica	0	Aborig. land
Woodah Is.	0	Aborig. land
Wullabimirri	44	Aborig. land
Wumadjbarr	0	Aborig. land
Wunbirri (Stevens Island)	0	Aborig. land
Wurrukenbumandja	13	Aborig. land

Name	Population	Land Tenure
Wurundi	0	Aborig. land
Wuyagiba (Wiyagiba)	36	Aborig. land
Yalangbara (Port Bradshaw)	10	Aborig. land
Yanbagwa (Yenbakwa)	25	Aborig. land
Yangumbi	9	Aborig. land
Yarringur (Yarri)	25	Aborig. land
Yathalmarra	65	Aborig. land
Yedikba (Emerald River)	26	Aborig. land
Yimidarri (Policeman's Crossing)	9	Aborig. land
Yirringa (Drysdale Island)	15	Aborig. land
<u>Katherine Region</u>		
Badawarrka (Five Mile Camp)	40	Aborig. land
Barrapunta (Emu Spring)	12	Aborig. land
Boomerang Lagoon	0	Aborig. land
Bulman	80	Aborig. land
Costello (Jilwili)	50	Aborig. land
Galpulyu	10	Aborig. land
Goyder River	10	Aborig. land
Jasper Gorge	0	Pastoral lease
Joyar (Roper Bar)	0	Aborig. land
Kamara	16	Aborig. land
Katherine Gorge	0	Sub. to claim
Kulingalimpa	30	Aborig. land
Liku (Booneroo Wave Hill)	20	Aborig. land
Limmen Bight	26	Aborig. land
Lultju (Lul'tju)	16	Aborig. land
Malanboiboi	5	Aborig. land
Minamia (Cox River)	29	Aborig. land

Name	Population	Land Tenure
Mirirridi	0	Aborig. land
MorMob (Bulman Gorge)	40	Aborig. land
Mount Catt	20	Aborig. land
Mumpumampu (Mumba Mumba Mialurra)	0	Aborig. land
Nallawan	46	Aborig. land
Nummerloori	35	Aborig. land
Parnta	16	Aborig. land
Ruined City	0	Aborig. land
Talbot Well (Black Hills Kamara)	15	Aborig. land
Tanami	14	Aborig. land
Turkey Lagoon (Bananda)	30	Aborig. land
Ubuljun	0	-
Wanmarri	13	Aborig. land
Weemol	12	Aborig. land
Winnecke Creek	13	Aborig. land
Wyagabba	35	Aborig. land
Sub-total 414 communities	6665	

QUEENSLAND(c)

Nadjaburra	40-100
Fish Creek	20-30
Jilundarina	20-30
South Nicholson	8-10
Gunamula	10-20
Old Doomadgee	30-100
Bentinck Island	30-100
Love River	10-30
Wathanin	18-30

Name	Population	Land Tenure
Kencherang	15-50	
Ti-Tree	25-100	
Knox River	15-40	
North Kendall	40	
Sub-total 13 communities	480 (d)	

WESTERN AUSTRALIA^(e)

Port Hedland

Ngurawaana	30	Water Reserve
Camp 61	30	VCL (f)
Cotton Creek	50	VCL
Kunawaritji	20	VCL
Punmu	20	Nat. Park
Wakalba	20	Aborig. Res
Milyakirri	20	VCL
Callawa	25	Abor. PL (g)
Camel Camp	17	Abor. PL
Carlindie	13	Abor. PL
Coongan	21	Abor. PL
Lallah Rookh	46	Abor. PL
Mijijimaya	48	Abor. PL

Geraldton

Muntjiltjarra (Mungili)	130	VCL
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Name	Population	Land Tenure
Carnegie	0	VCL
Mungullah (Mt. James)	0	Aborig. Res.
<u>Kalgoorlie</u>		
Darlot	16	Town Common
Yakabindie	17	PL
Yakadunya	50-80	VCL
<u>Kununurra</u>		
Gibb River	10	PL
Nulla Nulla	10	Aborig. Res.
Yardungarl	9	WAWA Res. (h)
Mud Springs	12	Water Reserve
Flora Valley/Wungu	18	Water Reserve
Meearu Djarula	19	PL
Nicholson/Ngalgarra	10-30	PL
Yarrunga	9	Water Reserve
Yagga Yagga	18	Aborig. Res.
Bayulu-Wah	15	Aborig. Res.
Kawarra	14	Conservation Reserve
Wurrenranginy	12	Aborig. Res.
Muliarkar	20	Aborig. Res.
Koonjie	60	PL
Rugan	20	Aborig. PL
<u>Derby</u>		
Imintji	53	PL

Name	Population	Land Tenure
Kupungarri	30	PL
Pantijan	20	PL
Terralintji	15	PL
Djugerari	25-30	Aborig. Res.
Looma Gorge	15	PL
Muludja	57	Aborig. Res.
Nguru Nguru	5	PL
Ngarantjadu	8	VCL
Ngumpan	45	Aborig. Res. Lease
Warrimbah	40	Aborig. PL
Yiyili	65	Aborig. Res.
Yakunarra	6	PL
Djungku	0	PL
Pender Bay	0	Aborig. Res.
Munro Springs	0	VCL
Bulgurn	0	Aborig. Res.
Gardner Plateau	10	VCL
Kimbolton	0	PL
Wulgara	6	PL
Munja	0	Aborig. Res.
Ngarinyin	0	VCL
Sunday Island	0	Aborig. Res.
Djilumbuddi	6	VCL
Jallabidda	0	VCL
Kanimpiri	0	PL
Kurlku	0	PL
Ngalingkadji	0	PL
Ngurtuwurtu	0	PL

Name	Population	Land Tenure
<u>Central Reserves</u>		
Linton Bore	0-10	Aborig. Res.
Tjurrkali	114	VCL
Wanan	25	Aborig. Res.
Kurrkunturtu	25	Aborig. Res.
Piyul	17	Aborig. Res.
Purlpurlpun	38	Aborig. Res.
Tjukurla	50-70	Aborig. Res.
Jupiter Well	15	VCL
Sub-total 71 communities	1542 (i)	

SOUTH AUSTRALIA(j)

Angatja	20	Aborig. land
Aparawilitja	15	Aborig. land
Birthday Bore	8	Aborig. land
Blue Hills	8	Aborig. land
Cave Hill	20	Aborig. land
Centre Bore	10	Aborig. land
Double Tank	7	Aborig. land
Gap Well	12	Aborig. land
Ilitjata	16	Aborig. land
Iltur (Coffin Hill)	0	Aborig. land
Inarka	8	Aborig. land
Irintata	4	Aborig. land

Name	Population	Land Tenure
Ironwood Bore	6	Aborig. land
Kalitjuraka	24	Aborig. land
Kalka	33	Aborig. land
Kanpi	23	Aborig. land
Kulitjara	4	Aborig. land
Malara	4	Aborig. land
McCaul Bore	7	Aborig. land
Morrison Bore	7	Aborig. land
No. 16 Bore	12	Aborig. land
No. 25 Bore	9	Aborig. land
No. 15 Bore	19	Aborig. land
Nyikukura	12	Aborig. land
Paramata No. 1	16	Aborig. land
Park Well	7	Aborig. land
Pigeon Bore	35	Aborig. land
Pocket Well	2	Aborig. land
Puta Puta	12	Aborig. land
Putatja	7	Aborig. land
Robbs Well	7	Aborig. land
Shirley Well	11	Aborig. land
Teeta Bore	12	Aborig. land
Tjilpil No. 1	6	Aborig. land
Tjilpil No. 2	12	Aborig. land
Tupul	26	Aborig. land
Undara	5	Aborig. land
Walalkata	8	Aborig. land
Walytatjura	19	Aborig. land
Wantapilla	20	Aborig. land
Wara Wara	24	Aborig. land
Watinuma	72	Aborig. land
West Bore No (1)	1	Aborig. land
West Bore No (2)	13	Aborig. land

Name	Population	Land Tenure
Winta Watu No. 16	9	Aborig. land
Wuwarra	12	Aborig. land
Yurangka	2	Aborig. land
Oak Valley - Maralinga Lands	10-100	Aborig. land
Kurkutjara	1 family	Aborig. land
Aparatjara	0	Aborig. land
Ulkiya	8-10	Aborig. land
Alpara	12-15	Aborig. land
Katjikuda	0	Aborig. land
No. 12 Manyirkanga	2 families	Aborig. land
Officer Creek	0	Aborig. land
Itjinpiri	10	Aborig. land
Araluen	2-3	Aborig. land
Ngarratjarra	9	Aborig. land
Eagle Bore	10	Aborig. land
Womi Kata	6	Aborig. land
New Well	4-5	Aborig. land
Kudji Kudji	2	Aborig. land
Winta Wintajara	8	Aborig. land
Blackhill No. 1	6-8	Aborig. land
Blackhill No. II	0	Aborig. land
Amaroona	8-10	Aborig. land
Para Milta	16-18	Aborig. land
Mulga Bore	0	Aborig. land
Wili Wili	0	Aborig. land
New Bore	0	Aborig. land
Kuntjara	0	Aborig. land
Kuntjanu	0	Aborig. land
Umpulka	0	Aborig. land
Young's Well	5	Aborig. land

Name	Population	Land Tenure
Airoplane Well	4	Aborig. land
Umpakata	6	Aborig. land
Warapulina No.1	4	Aborig. land
Warapulina No.2	5-6	Aborig. land
Tjataj	6	Aborig. land
Womikata No.2	6	Aborig. land
David's Well	3	Aborig. land
Palfour's Well	6	Aborig. land
Sub-total 82 communities	851 (k)	
Total 588 communities	9538	

- Notes:
- a) Source for Northern Territory statistics is Northern Territory Department of Community Development list of Aboriginal communities as at 31 July 1986.
 - b) Land tenure not specified.
 - c) Source for Queensland statistics is Department of Aboriginal Affairs (Queensland Region), September 1986, Transcript of Evidence, p. 624.
 - d) In calculating population figure a median point has been used for those communities where a population range was provided.
 - e) Source for Western Australian statistics is Department of Aboriginal Affairs (Western Australian Region), February 1987, Transcript of Evidence, pp. S1688-89 and S1694-95.
 - f) VCL - Vacant Crown Land.
 - g) PL - Pastoral Lease.

- h) WAWA Res. - Western Australian Water Authority Reserve (leased to Aboriginal Land Trust).
- i) In calculating population figure a median point has been used for those communities where a population range was provided.
- j) Source for South Australian statistics is Department of Aboriginal Affairs (South Australian Region), March 1987, Transcript of Evidence, pp. 779-89.
- k) In calculating population figure a median point has been used for those communities where a population range was provided. A family has been estimated as 6 people.

EXCISION COMMUNITIES IN THE NORTHERN TERRITORY

Name	Population	Land Tenure
<u>Alice Springs Region</u>		
Aileron	16 (8)	Past. Lease
Allambi Station	0	Past. Lease
Amburla	0 (0)	Past. Lease
Ampalawatja (Ammaroo)	161 (200)	Past. Lease
Angkula	59 (59)	Past. Lease
Angus Downs Stn Homestead	7 (5)	Past. Lease
Anningie (Yanginj)	80 (70)	Past. Lease
Bonya (Ortippa Thurra)	100 (50)	Past. Lease
Coniston Station	31 (20)	Past. Lease
Engawala (Alcoota)	180 (50)	Past. Lease
Glen Helen Station	0 (15)	Past. Lease
Harts range (Atitjere)	120 (100)	Past. Lease
Imanpa	140	Past. Lease
Karga Well	15	Past. Lease
Laramba (Napperby)	141 (200)	Past. Lease
Little Well (Aluralkwe)	40 (40)	Past. Lease
MacDonald Downs Station	10	Past. Lease
Manners Creek	0	Past. Lease
Mounghara (Narwietooma)	72 (72)	Past. Lease
Milton Park Station	8	Past. Lease
Mount Ebenezer Station	20	Past. Lease
Mt Denison Station	10	Past. Lease
Mt Doreen Station	8	Past. Lease

Name	Population	Land Tenure
Mt Skinner Station	15 (80)	Past. Lease
Mt Swan Station	53 (53)	Past. Lease
Mt Wedge Station	6	Past. Lease
Mulga Park Station	8	Past. Lease
Palmer Valley Station	8	Past. Lease
Pine Hill	0	Past. Lease
Titjikala (Maryvale)	120 (70)	Past. Lease
Tobermorey Station (Urlampe)	19 (25)	Past. Lease
Todd River Downs Station	0	Past. Lease
Umbeara Station	8	Past. Lease
Vaughan Springs	10	Past. Lease
Welere (Derry Downs)	60 (108)	Past. Lease
Wilora (Stirling Station)	150 (150)	Past. Lease
Yambah Station	10 (20)	Past. Lease

Barkly (Tennant Creek Region)

Alexandria	100	Past. Lease
Alpurrurulam (Lake Nash)	170 (80)	Past. Lease
Alroy Downs (Gulunurru)	14 (14)	Past. Lease
Annitowa	6	Past. Lease
Anthony Lagoon	13	Past. Lease
Argadargada	37 (0)	Past. Lease
Avon Downs	5 (0)	Past. Lease
Balbirini	6	Past. Lease
Banka Banka (Junayinji)	30	Past. Lease
Bauhinia Downs	20	Past. Lease
Beetaloo (Waraungu)	40 (0)	Past. Lease
Bing Bong (Wada Warra)	11	Past. Lease

Name	Population	Land Tenure
Brunette Downs	46 (46)	Past. Lease
Calvert Hills	30	Past. Lease
Corella Creek	10	Past. Lease
Creswell Downs	40	Past. Lease
Epenarra	70 (70)	Past. Lease
Eva Downs	28	Past. Lease
Georgina Downs	16	Past. Lease
Greenbank	0	Past. Lease
Helen Springs	0	Past. Lease
Kalumpulpa (Akulumpulpa)	18	Past. Lease
Kurundi	22	Past. Lease
Mallapunya	12	Past. Lease
Manangoora	20	Past. Lease
McArthur River	50	Past. Lease
McLaren Creek	0 (0)	Past. Lease
Mungabroom	15	Past. Lease
Murray Downs (Imangara Mungarai)	75	Past. Lease
Rockhampton Downs	50	Past. Lease
Seven Emus	14	Past. Lease
Spring Creek	0	Past. Lease
Tara Community (Neutral Junction)	102 (100)	Past. Lease
Tawallah (Devil Springs)	35 (0)	Past. Lease
Ucharonidge	15	Past. Lease
Walhallow	12	Past. Lease
Wollogorang	14	Past. Lease
Wycliffe Wells	30	Past. Lease
<u>Darwin Region</u>		
Annaburroo	0	Past. Lease

Name	Population	Land Tenure
Finniss River	0	Past. Lease
Humpty Doo (Wariuk Assoc.)	50 (70)	Past. Lease
Menelling Stn	0	Past. Lease
Mt Ringwood	0	Past. Lease
Tipperary Station	0	Past. Lease
Tree Point	6 (5)	Past. Lease

Katherine Region

Bamboo Springs (Mistake Creek)	40	Past. Lease
Binjari (Manbulloo)	40	Past. Lease
Bringung (Roper Valley)	20 (40-60)	Past. Lease
Bubble Bubble (Djamboral Newry Stn)	91 (60)	Past. Lease
Bulla (Gudabijin)	63 (127)	Past. Lease
Camfield Station (Horse Creek)	0 (15-20)	Past. Lease
Coolibah Station (Wantawul Wujara)	20 (20)	Past. Lease
Djilkminggan (Elsey Station)	90 (65)	Past. Lease
Djurrung (Willeroo)	0 (12+)	Past. Lease
Gilwi (Fitzroy Station)	42 (35-40)	Past. Lease
Hodgson River (Flick's Hole)	40 (35)	Past. Lease
Killarney Station	29	Past. Lease
Limbunya Station (Swan Yard)	0	Past. Lease
Lingarra (Old Hubert River)	29 (58)	Past. Lease
Mainoru	0	Past. Lease
Maria Lagoon (St Vidgeon's Stn)	0 (65)	Past. Lease
Marralum (Legune Station)	26 (50)	Past. Lease
Mialuni (Kildurk Amanbidgee Stn)	100	Past. Lease
Miniyeri (Hodgson Downs)	80 (92)	Past. Lease
Mole Hill (Roper Valley Station)	0 (81)	Past. Lease

Name	Population	Land Tenure
Nutwood Downs	25 (97)	Past. Lease
Old St Vidgeon's	0	Past. Lease
Pidgeon Hole	80 (40)	Past. Lease
Rittarangu (Urapunga)	60	Past. Lease
Rosewood	6 (0)	Past. Lease
Spirit Hill Station (Cumburumba)	0 (0)	Past. Lease
Victoria River Downs (Jimaruk)	100 (40)	Past. Lease
Waterloo	15 (23)	Past. Lease
Yingawanarri (Old Top Spring)	8	Past. Lease
Total 111 communities	3921	

Source: Northern Territory Department of Community Development list of Aboriginal communities as at 31 July 1986.

Note: The Department of Aboriginal Affairs Northern and Central Regions also provided population figures for a number of the excision communities listed by the Northern Territory Government. The Department of Aboriginal Affairs population statistics, where available, have been included in brackets next to the Northern Territory Government statistics.

DEPARTMENT OF ABORIGINAL AFFAIRS

DEPARTMENTAL GUIDELINES

HOMELAND CENTRES AND OUTSTATIONS

POLICY OBJECTIVE

- . To enable Aboriginals, who wish to do so, to establish and maintain small communities on their own land, or on land to which they have a right of occupation, where they are free to follow a lifestyle of their choice.

STRATEGIC GOALS

- . Secure title to land in terms of land rights and exsion policies.
- . The provision of basic facilities and services such as transport and public utilities.
- . The provision of social services (health, education, welfare) in a form appropriate to the needs and wishes of homeland communities.

PROGRAM STRATEGIES

- . Encourage and, where necessary, assist State, Territory and local authorities to provide essential services such as water supplies and, where they are requested, health, education, welfare and other social services.
- . Assist homeland communities to acquire adequate, appropriate shelter and, where necessary, other basic services.
- . Support the provision of resource and support services, including transport, through resource organisations and agencies.

IMPLEMENTATION

General

- . It is necessary to make clear to groups proposing to establish homeland centres that their movement does not commit the Government to providing support and to draw their attention to implications such as any diminution or absence of services and amenities they may currently enjoy.
- . Emphasis should be placed on the provision of basic necessities, such as water, shelter, communications, supplies and transport.
- . When Aboriginal groups establish homeland centres/outstations, whether unilaterally or in consultation with the Department, Departmental officers have a responsibility to inform State or Territory service departments of these moves.
- . Where homeland centres require services from other Government agencies, whether State or Commonwealth, DAA officers should co-ordinate the provision of such services.
- . State, Territory and local authorities should be persuaded to undertake the provision of essential services (including water supplies, roads, airstrips etc) as well as other services such as health and education where these are required by homeland communities. The Department may provide supplementary grants to States to encourage them to undertake these responsibilities.

Department of Aboriginal Affairs Support

- . Projects to be supported at homeland centres should not include capital works of a permanent nature until it is clear that the relevant group intends to remain permanently at the site. Where a basic water supply is an essential prerequisite for settlement this should be provided if there is a clear intention, on the part of the group, to settle more or less permanently at the site.
- . A homeland centre should not be provided with fixed assets unless the group has title to the site, or the formal consent of the owner. Where there are traditional owners in respect of the site, their consent should be obtained also. If the proposed site is on private land, some form of tenure should be negotiated or, failing that, the consent of the landholder obtained.

- . Homeland communities should be encouraged to make a contribution towards the cost of facilities and services provided. Community contributions should apply particularly in respect of motor vehicles and the operation and maintenance of electricity supplies.
- . The Department of Aboriginal Affairs may provide a range of assistance additional to that provided by States, generally through resource organisations.

Resource Organisations

- . Where a number of homeland centres relate to an established community or township, consideration should be given to the provision of resource, supply and support services, including transport, through a resource organisation or agency.
- . When considering applications for financial support from groups intending to establish a homelands centre comment should be obtained, wherever practicable, from a local resource agency or relevant community-based Aboriginal organisation as to the level of support and assistance it is able to provide.
- . Resource organisations are also able to assist in the co-ordination of services provided by other agencies e.g., store deliveries, health and education.
- . Resource organisations thus have an important role in respect of:
 - agency arrangements which remove the need for each individual outstation/homeland centre to be separately incorporated;
 - radio communications; and,
 - representing outstations/homelands at the interface with governments and service agencies - that is a general advocacy role.
- . The Directors of outstation resource centres and of resource organisations generally should be drawn from the client community groups.

SUMMARY OF POSITION ON EXCISIONS FROM PASTORAL LEASES IN THE
NORTHERN TERRITORY

Central Region

(excludes public purpose land C.C.N.T. areas, stock routes/reserves and Special Purpose Leases)

1. Expressions of Interest, No Negotiations Proceeding:

*Ambalindum X2	*Coniston X2
*Andado	Elkedra
*Angus Downs	*Glen Helen X2
*Argadargada	*Jinka
Atula	Loves Creek
*Bond Springs X3	Lucy Creek
*Bushy Park X2	Mt Cavenagh
Mulga Park	Napperby X2
*Orange Creek X3	*Owen Springs X2
Phillip Creek	Pine Hill
*Singleton X2	Temple Downs X2
Tennant Creek	*The Garden
Victory Downs	Wave Hill

TOTAL = 38

2. Expressions of Interest, Negotiations Proceeding

*Henbury X4

TOTAL = 4

3. Applications Received by Lands, Negotiations Proceeding

Limbunya	*Napperby
*Ammaroo	*Mount Swan
*Derry Downs	Waterloo
*Kulgera	Tobermorey

Mistake Creek
Kirkimbie
Central Mt Wedge
*Newhaven

*Yambah
Atartinga X2
*Epenarra

TOTAL = 16

4. Offers Made to Applicants Response Not Yet Received by Lands:

*Lake Nash

*Mt Riddock

TOTAL = 2

5. Offers Accepted Surrender Documents Awaited

*Amburla

*Tempe Downs

TOTAL = 2

6. 5 Year Crown Term Leases Titles Registered

*Atartinga
*Loves Creek
*Tobermorey

*Jervois
*Mt Skinner

TOTAL = 5

NOTE: All of (6) above were subject to Community - Pastoralist agreement before Lands Programme of April 1985.

GRAND TOTAL = 67

Source: Central Land Councils submission (November 1986), Transcript of Evidence, pp. S1444-45.

Note: The Department of Aboriginal Affairs (Central Region) also provided the Committee with information, in February 1986, on the current status of excisions in the central region. (Transcript of Evidence, pp. S1133-39). Those excisions also identified by DAA are indicated with an asterick. Apart from those marked with an asterick, DAA also identified the following

excisions apparently not identified by the Central Land Council:

Anningie
Rockhampton Downs
Alroy Downs
Banka Banka
Hamilton Downs
Brunette Downs
Aileron
Austral Downs and
Burrumurra
Neutral Junction
McLaren Creek
Beetaloo
Stirling

Middleton Ponds
Newcastle Waters
Powell Creek
Alexandria Downs
Undoolya
Kurindi
Alcoota
Brunchilly
Maryvale
Benmarra
Avon Downs
Narwietooma

Some of these are on Special Purpose Leases and stock routes and reserves which were specifically excluded by the Central Land Council.

Northern Region

1. Finalised

Elsey Station (Jilkminngan) (24/11/83)
Victoria River Downs Yarralin (Ngaringman) (1/10/84)

2. Continuing Administrative Processes

*Auvergne (Bulla)
Fitzroy (Gilwi)
Hodgson River Station
*Legune (Marralum)
Manbulloo
Mistake Creek
*Roper Valley (Bringung)
Spirit Hill (Cumbarumba)

*Bing-Bong
*Hodgson Downs
*Koolpinyah (Tree
Point)
Limbunya/Waterloo
*Maude Creek
*Newry (Bubble
Bubble)
Rosewood

* Substantial Agreement Achieved

3. Further Negotiation Required

Camfield (Horse Creek)
Elsey (Mole Hill)
Inverway

Coolibah
Humbert River
Koolpinyah (Humpty)

Bucket Springs (Keep River	Doo)
Ernie's Lagoon (National Park	Mainoru
Manangoora	Murranji
Mountain Valley	(Warlarmarnta)
Mataranka	Nutwood Downs
Roper Valley (Biyndu)	Springs Creek
St. Vidgeons (5 areas proposed)	Tawallah
Victoria River Downs (Jimaruk)	Victoria River
Willeroo/West Mathison (Djarrung)	Downs (Pigeon Hole)

4. Applications Withdrawn

Coolibah	Victoria River Downs (Jimbit/ Jimaru)
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Source: Department of Aboriginal Affairs (Northern Region),
February 1986, Transcript of Evidence, pp. 372-76.

Note: Information in the Report refers to 74 excisions in the Northern Land Council's area of responsibility with 15 of these applications being rejected or challenged on eligibility, 52 with interest expressed but no decision taken and 7 with an excision or other tenure agreed. (Transcript of Evidence, p. S1575) The discrepancy between the Northern Land Council's information and the list of excisions from the Department of Aboriginal Affairs can probably be explained by the difference in time between the supplying of the two sets of statistics (DAA information in February 1986 and NLC in October 1986) and the inclusion of 15 applications in the Northern Land Council's numbers which had been challenged or rejected. Unfortunately the Northern Land Council did not provide the Committee with a full listing of the excision communities it referred to in its statistics.

NORTHERN TERRITORY GOVERNMENT
PROCEDURES FOR EXCISIONS FROM PASTORAL PROPERTIES

Objective

This statement sets out the administrative procedures involved in excisions. It sets out relevant guidelines. The objective is to provide eligible Aboriginal groups with secure tenure of land sufficient for their residential needs and provision of community services.

Eligibility

The following Aboriginal groups will be eligible to make an application for land under this scheme:

- . groups now lawfully resident on pastoral properties or who have been resident within the past 10 years;
- . groups which can demonstrate to the satisfaction of the Minister that they were forcibly removed from the land even though it may have been more than 10 years ago;
- . any other group with the consent of the lessee.

In the event of a dispute over eligibility, the Minister will be guided by the facts and circumstances of each case. The scheme is not, however, intended to provide for a new form of Aboriginal land claim, and the following persons or groups would NOT be eligible as applicants under this scheme:

- . groups who based their request on traditional or historical links with the land;
- . groups who left the pastoral property more than ten years ago, other than groups which can demonstrate that they were forcibly removed from the land;

- . groups who based their request on past residence by their parents or grandparents etc.;
- . groups who have moved on to the pastoral lease recently, not for purposes of employment but to establish a presence on the land;
- . groups who own or have an interest in land elsewhere, or who lease or rent land or housing in a town, unless they fall into the category of those forcibly removed in the past.

Applications

Applications should be directed to the Department of Lands in the first instance. They may be oral or written, but if oral must be confirmed in writing as soon as practical. Applications may be made by interested Aboriginals, or solicitors or other persons acting on their behalf, or by pastoralists.

The Department of Lands will advise a pastoralist immediately an application is received in respect of his/her property. In addition, an adjoining pastoralist will be notified in cases where the proposed excision is near his/her boundary or is likely to have some effect on his/her property.

Content of Application

Applications must contain information as to the number of applicants involved, and their names.

Determination of Eligibility

The Department of Lands will consult with the Departments of Aboriginal Affairs and Community Development, together with other interested parties such as Land Councils, pastoralists, etc, to determine the eligibility of applicants. In the event of a dispute over eligibility, the Department of Lands will put the facts to its Minister for decision. The facts which the Minister will consider will include:

- . the number and names of the applicants;
- . whether any or all of the applicants have been permanently resident on the pastoral lease in question;

- . if not permanently resident, for what period they have been resident;
- . if not permanently resident now, the approximate date or time when they ceased to be resident and the reason why they left the property;
- . whether or not the group has any interests in land elsewhere, or owns or rents housing elsewhere.

If the Minister rules that a group is ineligible, the interested parties will be notified and no further action will be taken on the application.

Negotiations

It is the policy of the Territory Government that wherever possible, excisions should be achieved as a result of negotiated agreements between the interested Aboriginal group and pastoralist. Where an application is received, and negotiations have not already begun, the Department of Lands will either directly or indirectly (e.g. through DAA or DCD) bring the parties together.

Guidelines

In negotiating an excision, the parties involved will take account of the following factors:

- . number of people who live (or intend to live) on the land;
- . future population growth;
- . needs of the group for education, health and other community services;
- . road access;
- . reasonable needs of the group for recreational areas.

Viability of Pastoral Lease

No excision will be granted which will adversely affect the viability of a pastoral lease or adversely affect its operations.

The Government will prohibit (by Planning Instrument) any activities on the excision which would conflict with pastoral operations in the area. Cattle may only be run on an excised area with the consent of the adjoining pastoralist and the Department of Primary Production.

Number of Excisions

Only one excision from a pastoral lease will normally be approved by the Minister. More than one excision may only be approved where the pastoralist agrees to it.

Acquisition of Land

As noted previously, wherever possible excisions will be achieved through negotiated agreements and the land acquired under the provisions of the Lands Acquisition Act. If, however, a pastoralist refuses to negotiate with an eligible applicant or will not accede to a reasonable request ("reasonable" in the opinion of the Minister), the Minister may proceed to acquire the land on just terms.

Compensation and Expenses

Pastoralists will be compensated for the loss of land or improvements resulting from an excision. They will not be liable for fencing, installation of grids, gates, or any other costs required to effect an excision.

Obligation to Fence, etc.

It will be the responsibility of a successful applicant to fence the area excised from a pastoral lease to a standard approved by the Minister, and install such gates and/or grids as are necessary. It will be the further responsibility of the applicant to construct and maintain adequate fire breaks along the boundaries of the excised area.

Form of Title

Successful applications will be granted a Crown Lease over the excised area for a period of 5 years, during which the applicants must demonstrate permanent residence and meet certain development covenants. At the end of that time, if the covenants have been complied with, the title may be converted to freehold.

Development Costs

The Minister will not grant title to an excised area until satisfied that the applicants have the financial capacity to:

- . fence the excised area;
- . install all necessary grids, gates, etc;
- . meet the development covenants which will apply to the lease.

Cut-Off Date for Applications

Applications for land under this scheme must be lodged within three (3) years of the date of formal promulgation of the scheme by the Minister. Applications will not be accepted thereafter.

SUMMARY OF POSITION ON EXCISIONS FROM PASTORAL LEASES
IN WESTERN AUSTRALIA AT JANUARY 1987

1. Land Tenure Secured Nil

2. Referred to Department of Land Administration for Documentation - (Agreement by Lessee)
 - Rugan Community - Doon Doon Station
 - Mearu Djarula Community - Sturt Creek Station
 - Djilumbiddie - Milligiddie Station
 - Kupingarri - Mt Barnett Station
 - Upurl Upurlila - Coonana Station

3. Agreement in Principle
 - Yarrunga Community - Alice Downs Station
(road access-special lease)
 - Looma - Galeru Gorge Group - Go Go Station) EXIM
 - Jock Shandly Group - Go Go Station) Properties
(Site inspection-and pastoral requirements)
 - Cheeditha - Mt Welcome
 - Ngarla & Coastal Njamal - Pippingarra Station

4. Lessee Objection (Pastoral Inspection required)

Ningbingi Community - Carlton Hill Station
Cumburumba - Ivanhoe Station
Flying Fox Hole - Ivanhoe Station
Annie Simons Group - Ivanhoe Station

5. Subject to Negotiation with Lessee

Ngurtuwurta - Jubilee Downs Station (possible resumption
action pending)
Koomie - Springvale Station (awaiting community to
determine site)
Butchilbiddie - Lamboo Station (Discussions to take place
Ngonjiwirri - Lamboo Station (between AAPA, lessee and
(communities in March
Ngyla Willi - Elvira Station (site inspection required)
Windjungare Group - Napier Station (site inspection
required)
Tirralintji - Table Lands Station (community to determine
exact site)
Gubardia Community - Bohemia Downs (pended until decision
on EXIM restructuring)
Wulgara Group - Meda Station (site inspection required)
Ngalingadi - Go Go Station (negotiation with lessee on
possible pastoral management problems)
Imintji - Mt House Station (arrangements being
Jack Dale Group - Mt House Station (made for
Billy King Group - Glenroy Station (discussions with
(lessee
Ngarla & Coastal Njamal - De Grey Station (site
inspection required)
Camp 61 - Balfour Downs Station (may require joint
Lands and AAPA inspection)

Kutunatu Aboriginal Corporation - Braemore Station
(Leonora) (survey needed to determine exact
location of site)

Munjarl - Moola Boola Station (need for negotiation
with lessee to be re-opened)

Wynthungu - Mulgul Station (area of VCL contested
between adjoining stations and community)

6. Expression of Interest

Darlungunya - Brooking Springs Station

Kanimpirri Community - Brooking Springs Station

Wadju - Gibb River Station

Cambell Allenbrae - Kurungie Vacant Pastoral Lease

Bedford Family - Bow River Station

Yardoogarra - Thangoo Station

Goolarabooloo - Waterbank Station

Source: Department of Aboriginal Affairs (Western Australian
Regional Office), Transcript of Evidence, pp. S1690-91.

EXTRACT FROM COMMONWEALTH GOVERNMENT'S PREFERRED NATIONAL
ABORIGINAL LAND RIGHTS MODEL

7. Community Living Areas

- 7.1 Provision to be made in each State and Territory for Aborigines to apply for excision of community living areas from pastoral properties within five years of the proclamation of the legislation.
- This procedure to apply primarily, if not exclusively, in the Northern Territory and Western Australia where legislative proposals are currently under consideration.
- 7.2 Applications for such excisions to be on the basis of long term residence on or use of the land by the applicants or their parents.
- Such excisions to relate to living area needs only and not form the basis of land claims.
- 7.3 Aboriginal people to be permitted access to pastoral properties for the purposes of preparing a claim for excision, subject to appropriate safeguards to
- protect the privacy of the pastoralist and other residents on the property.
 - avoid disruption to the pastoral operation.
- 7.4 An independent Tribunal or other appropriate authority to assess applications and make recommendations to Government on the granting or otherwise of the excision, having regard to relevant criteria including
- the continued viability of the pastoral property
 - the privacy of other residents.
- 7.5 Secure title to be granted to community living areas excised from pastoral properties. Title to rest with the Aboriginal community concerned
- in the event of long term abandonment (but not less than three years), the pastoralist on the property from which it was excised may apply for return of the area.

- 7.6 Compensation to be payable to the pastoralist in respect of property, improvements and other interests in the land excised.
- 7.7 Commercial activities on the excision, such as the running of cattle, to be undertaken only with the agreement of the pastoralist and to be subject to any statutory approval.
- 7.8 Living areas to be subject to normal Commonwealth laws and State laws to the extent they are consistent with Commonwealth law.

NORTHERN TERRITORY GOVERNMENT STANDARDS FOR ESSENTIAL
SERVICES IN MINOR COMMUNITIES

STANDARDS

The three classes of minor communities are:

Category 'A' communities are defined as having a population in excess of 100. They are no longer outstations in philosophy or in concept. They are communities with most of the characteristics associated with major communities. To maintain an adequate social and health environment the standard of service delivery must be high.

Category 'B' communities are defined as having a population of between 50-100. At the lower end of the scale they are outstations in concept but phase into a "Category A" minor community concept at the higher end. There would be some social problems emerging but it can be considered that at this level of population there is some guarantee of permanent occupancy with some resident resource skill.

The communities in this category would seek to escape the pressures associated with major communities, but still wish to retain some of the benefits available to the larger minor communities.

Category 'C' communities are defined as having a population of less than 50. These are often comprised of one homogenous extended family group living in a traditional or a semi-traditional lifestyle with minimum requirements for introduced facilities. The groups are often mobile and hence require a lesser level of service.

The people in this group have generally moved away from the major communities to escape the pressures associated with the Western work orientated society and other disruptive influences, e.g. alcohol and petrol sniffing.

This classification by population size is somewhat arbitrary. There is also a need to consider other factors which may bring a community into a higher category at a lesser population or perhaps delay such entry. Each community therefore requires continual assessment as to its requirements.

ASSUMPTIONS FOR COSTING CAPITAL WORKS IN
VARIOUS CATEGORIES OF OUTSTATIONS

The level of improvements selected for the various category of Outstations and Pastoral Communities are considered in harmony with the outstation philosophy.

Advice from Department Transport and Works and the Northern Territory Electricity Commission suggest that the following consumption allowances are appropriate.

Electricity

Domestic house	up to 1 kva
Domestic house (airconditioned)	up to 4 kva
Health Centre	up to 20 kva
Shop	up to 20 kva
Workshop	up to 20 kva
School	up to 20 kva
Bore	up to 20 kva

Water

Up to 500 litres/person/day

The above figures are a general guide and allowances should be made for say a 5% growth in electricity consumption per annum over the life of generators 3-4 years. i.e. the size of generators should be designed to cope with the expected load during the life of the equipment.

The water availability is sometimes determined by capacity of bores rather than what is considered desirable and consumption patterns vary markedly by regions and seasons. The allowance of 500 litres per person per day is a generous one.

Toilet and Ablution Facilities

Communal facilities are listed in each category but it is the intention to provide facilities progressively to individual dwellings.

Access Road and Airstrip Standards

While the standards specified against each category of community may be used as a general guide to the level of services provided, there will be variations to them in different locations throughout the Northern Territory because of local topographical, climatic and other specific constraints, their locations in relation to the existing road network, and the longer term requirements of staged upgrading.

CATEGORY 'A' - Population in excess of 100

GENERATORS:

2 x 100 kw - (one used as standby) and 1 x 60 kw provides power to all community facilities including water bores, sewerage pumps, health clinic, school, store, housing, administration facilities and workshop = \$200 000

FUEL TANKS:

1 x 25000 litres = \$20 000

POWERHOUSE & RETICULATION:

Steel Frame, metal clad building suitable for expansion for populations in excess of 1000 persons - 12m x 9m = \$150 000
Reticulation @ \$20 000/km.

WATER SUPPLY:

2 Bores 150 mm Casing Depth 100m
Drill and Case \$25 000 - \$40 000
Equipping \$30 000 - \$40 000
O'Head Tank 50 kl. \$25 000 - \$30 000
Reticulation 2 km PVC piping 50-100 mm - \$40 000

HOUSING:

2 x 3 Br Houses for Essential Services/Works Supervisor and Clerk \$85 000 each.

SEPTIC SYSTEM:

Communal toilet and ablution facilities to standard design
- 8 toilets (male & female) and 4 showers (male & female)
= \$60 000.

ACCESS ROAD:

40 km Class A road @ \$20 000/km - \$800 000. Access road standard is described as formed natural material with 6m wide gravel pavement with nominal provision for drainage in the form of gravel inverts and offset drains. The distance is estimated and would vary greatly for each community.

INTERNAL ROAD & DRAINAGE:

Approx 1 km of gravel road to standard design for small town \$150 000 (i.e. 6m wide gravel pavement, 1m wide gravel shoulders and a fully designed drainage system.)

BARGE LANDING:

On Coastal communities these would be constructed to standard Department of Transport & Works design - \$250 000.

OFFICE ACCOMMODATION:

18 sq metre - \$60 000.

AIRSTRIP:

Gravelled and constructed to licenced standard - \$600 000. In some cases there would be no need for this facility where there is good access to a nearby airstrip.

RUBBISH DUMP:

Constructed by Costeening or using natural areas - \$3 000.

CATEGORY 'B'

GENERATORS:

2 x 60 kw. \$50 000 - one used as a standby. Provides limited reticulation to Health Clinic, bore, school and store, street lighting. Alternative technology may be more appropriate in some situations.

FUEL TANKS:

2 x 5000 litres - \$15 000

POWERHOUSE & RETICULATION:

Steel Frame, metal clad building 6m x 5m - \$40 000
Reticulation @ \$20 000/km.

WATER SUPPLY:

2 Bores 150 mm casing - Depth 100m
Drill & Case \$25 000 - \$40 000
Equipping \$30 000 - \$40 000
O'Head Tank 20kl \$20 000
Reticulation 1 km PVC piping 50-100 mm \$20 000.

TOILET & ABLUTION FACILITIES:

Communal toilet and ablution to standard design - 2 toilet and 1 shower each for male and female. \$30 000.

ACCESS ROAD:

40km Class 'B' road @ \$3 000 per km \$120 000. Access road standard is described as lightly formed from natural material with no gravelling or provision for drainage.

AIRSTRIP:

Gravelled and constructed to authorised landing area standard \$300 000. In some cases there would not be a need for this where good access is available to a nearby strip.

RUBBISH DUMP:

Constructed by Costeening or using natural areas. \$3 000.

CATEGORY 'C'

WATER SUPPLY:

1 bore 150 mm casing - Depth 100m
Drill and Case and equip with appropriate technology equipment. 10 kl O'Head storage tank and 1/2 km reticulation
\$25 000 - \$70 000.

POWER:

Solar Power only for street and community area lighting. At \$5 000 per unit provision is made for up to 5 units. \$25 000.

TOILET & ABLUTION FACILITIES:

Pit toilets - one female and one male unit
Shower facilities - one female and one male unit
Basic "Yulngu" design.
Cost for both facilities: \$15 000.

ACCESS ROAD:

40 km 'C' class road @ \$1000/km \$40 000. This class of road is defined as flat bladed natural material 3-4 metres wide.

Source: Transcript of Evidence, pp. S775-81.

WORLD HEALTH ORGANISATION'S DEFINITION OF PRIMARY HEALTH CARE

Primary health care is essential health based on practical, scientifically sound and socially acceptable methods and technology made universally accessible to individuals and families in the community through their full participation and at a cost that the community and country can afford to maintain at every stage of their development in the spirit of self-reliance and self-determination. It forms an integral part both of the country's health system, of which it is the central function and main focus, and of the overall social and economic development of the community. It is the first level of contact of individuals, the family and community with the national health system bringing healthy care as close as possible to where people live and work, and constitutes the first element of a continuing health care process.

Primary health care:

1. reflects and evolves from the economic conditions and sociocultural and political characteristics of the country and its communities and is based on the application of the relevant results of social, biomedical and health services research and public health experience;
2. addresses the main health problems in the community, providing promotive, preventive, curative and rehabilitative services accordingly;
3. includes at least: education concerning prevailing health problems and the methods of preventing and controlling them; promotion of food supply and proper nutrition; an adequate supply of safe water and basic sanitation; maternal and child health care, including family planning; immunization against the major infectious diseases; prevention and control of locally endemic diseases; appropriate treatment of common diseases and injuries; and provision of essential drugs;
4. involves, in addition to the health sector, all related sectors and aspects of national and community development, in particular agriculture, animal husbandry, food, industry, education, housing, public works, communications and other sectors; and demands the coordinated efforts of all those sectors.

5. requires and promotes maximum community and individual self-reliance and participation in the planning, organisation, operation and control of primary health care, making fullest use of local, national and other available resources; and to this end develops through appropriate education the ability of communities to participate;
6. should be sustained by integrated, functional and mutually-supportive referral systems, leading to the progressive improvement of comprehensive health care for all, and giving priority to those most in need.
7. relies, at local and referral levels, on health workers, including physicians, nurses, midwives, auxiliaries and community workers as applicable, as well as traditional practitioners as needed, suitably trained socially and technically to work as a health team and to respond to the expressed health needs of the community.

Source: WHO & UNICEF, Primary Health Care Report of the International Conference on Primary Health Care. WHO, Geneva, 1978. (Exhibit No. 6)

